

# **Serving Iowa Youth and Families with a Youth Development Approach**

## **JJDP Act Formula Grant Application and Three-Year Comprehensive Plan**

**March 2009**

Iowa Department of Human Rights  
Division of Criminal and Juvenile Justice Planning  
and  
Iowa's Juvenile Justice Advisory Council

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## **i. State Process Relative to the Development of Iowa's Three-Year Plan**

This report is Iowa's Three-Year Plan, which serves as the application for federal Juvenile Justice and Delinquency Prevention Act formula grant funding (JJDP Act). The Division of Criminal and Juvenile Justice Planning (CJJP), the state agency responsible for administering the JJDP Act in Iowa, wrote Iowa's Three-Year Plan. Federal officials refer to state administering agencies as the state planning agency (SPA). The Plan was developed and approved by Iowa's Juvenile Justice Advisory Council. That Council assists with administration of the JJDP Act, and also provides guidance and direction to the SPA, the Governor, and the legislature regarding juvenile justice issues in Iowa. Federal officials refer to such state level groups as state advisory groups (SAG's). The acronyms SPA and SAG are used throughout this report.

Much of the actual development and design of this report took place at a SAG retreat on November 5 & 6, 2008. An overview document with a variety of data regarding juvenile arrests, juvenile detention, child abuse rates, health and education indicators, etc., was provided at the retreat to stimulate and guide discussion regarding the various juvenile justice related issues affecting Iowa's youth. That overview document has been expanded by the SPA and represents the "Service Network" and "Crime Analysis" sections of the plan. Officials from the Iowa Departments of Education, Human Services, Public Health, Workforce Development, Public Safety and also Iowa's Youth Policy Institute provided feedback and input as the SPA developed the "Service Network" and "Updated Analysis of Juvenile Crime Problems and Juvenile Justice Needs" (Crime Analysis) sections of this report.

As part of the November 2008 retreat the SAG participated in a brainstorming discussion focused on identifying efforts necessary to improve the juvenile justice system. Through a selection process, individual SAG members were able to choose the various topics that they ranked as most important to be a part of the plan. Eventually, the process of compiling individual rankings led to a final ranking that the group identified as the most important for inclusion in the plan. The group ranking of topics served as the basis for completion of the program description section of the plan. The program description section was approved by the SAG at its March 5, 2009 meeting. With SAG approval, some final editing of the program description section was completed by the SPA thereafter.

## **ii. Report Format and Youth Development Framework**

As the table of contents reflects, the components that the federal Office of Juvenile Justice and Delinquency Prevention require for states' "Three Year Plans" are included accordingly. The "Service Network" and "Crime Analysis" sections of this report are organized according to the Results Framework (see Appendix A) developed by the Iowa Collaboration for Youth Development (ICYD). ICYD is a body of state and local officials that exists to further goals related to youth development and cross agency collaboration at the state and local levels.

The Results Framework is designed so that various state departments and agencies can identify youth issues and monitor youth development outcomes. The Framework organizes causes and conditions related to youth development into four broad result areas (see attachment A). *The four result areas include: 1) Youth are Healthy and Socially Competent, 2) Youth are successful in School, 3) Youth are Prepared for Productive Adulthood, and 4) Youth have Benefit of Safe and Supportive Families, Schools, and Communities.* Brief overviews of the four areas are provided at the relevant sections in this report. The result areas are reflected as well in the Table of Contents.

In developing the results framework, ICYD used several prominent youth development models and research, most notably the Social Development Strategy and Risk and Protective Factors identified by Developmental Research and Programs (Hawkins and Catalano) and the Developmental Assets framework used by the Search Institute, to analyze the causes and conditions related to youth development in Iowa. Risk and protective factors and assets related to family and community conditions, as well as youth specific characteristics and conditions were identified. These factors became the basis for Iowa's Youth Development Results Framework.

The report contains information regarding a variety of court processing decisions and/or services for youth (i.e. processing for child welfare/juvenile justice system youth, substance abuse prevention services, school based and/or educational services, services for court-involved youth, career preparation or employment services). The report organizes these court decision-making points and services according to the single area of the Results Framework upon which they may have the most direct connection. It should be noted, however, that many of the services in this report have impact in more than one of the four different result areas. For example, group care services (and the other major delinquency services of the juvenile court) are discussed in the Crime Analysis

section of this report, under the result indicator of “Youth have the Benefit of Safe and Supportive Families, Schools, and Communities”. As a practical matter, group care services would additionally affect the other three result areas. The listing of the various court decision points and services under a single result area is done for organizational purposes only, and in no way reflects on the potential that a given service can and may influence other areas.

### iii. State Census Information

Many of the data elements discussed in this report are broken down by race and gender. Below are census data from the Federal Office of Juvenile Justice and Delinquency Prevention (OJJDP), included to provide an overall perspective of the youth population in Iowa. The OJJDP census data are for juvenile population (age 0 through 17) in the State of Iowa for the period 2003 through 2007.

Figure 1: Juvenile Population of Iowa

	2003		2005		2007		Change from 03 to 07	
	Number	%	Number	%	Number	%	Number	%
Total	715,453	-	710,722	-	711,403	-	-4,050	-0.6%
Caucasian	667,469	93.3%	659,765	92.8%	656,994	92.4%	-10,475	-1.6%
African American	31,388	4.4%	33,513	4.7%	36,160	5.1%	4,772	15.2%
Native American	3,940	0.6%	4,132	0.6%	4,104	0.6%	164	4.2%
Asian / Pacific Islander	12,656	1.8%	13,312	1.9%	14,145	2.0%	1,489	11.8%
Hispanic / Latino ‡	38,510	5.4%	42,636	6.0%	47,404	6.7%	8,894	23.1%
Male	366,887	51.3%	364,171	51.2%	364,339	51.2%	-2,548	-0.7%
Female	348,566	48.7%	346,551	48.8%	347,064	48.8%	-1,502	-0.4%

Source: OJJDP – National Center for Juvenile Justice

‡ All of the youth in the ethnic classification of Hispanic / Latino are included in the previous racial categories.

Remarks regarding figure:

- Iowa's overall youth population has remained stable since 2003.
- There are significant increases in Iowa's minority populations, particularly for Hispanic/Latino youth (23% since 2003), African-American (15.2% increase), Asian/Pacific Islanders (11.8% increase).

## 1. DESCRIPTION OF SYSTEM

### A. STRUCTURE AND FUNCTION OF JUVENILE JUSTICE SYSTEM

#### a. Structure

Juvenile court proceedings are designed by statute to protect the rights of children and families and to result in decisions that are in the child's best interests (in delinquency proceedings, the best interests of the public are also considered). Iowa laws also describe the framework within which the court monitors the case following its disposition decisions. In delinquency cases typically a juvenile court officer – an employee of the court – is responsible for developing sanction and service recommendations for the court, providing services and maintaining case management responsibilities (providing supervision and counseling, overseeing restitution and community service activities, arranging for services and monitoring the services as they are delivered by providers). In child in need of assistance (CINA) proceedings, it is a Department of Human Services (DHS) worker who fulfills similar duties.

The handling of case management responsibilities in both CINA and delinquency cases continues to vary from one part of the state to another and among cases in any given part of the state. Such variations continue as a result of long-standing traditions, and through the implementation of combined local, state and federal policies that regulate services, and the responsibilities of the state when custody or guardianship of a child has been transferred by the courts from a parent to DHS or some other party. Despite the variations, the trend has been to

provide supervision for delinquency cases through the juvenile court and CINA cases through DHS. However, the uniqueness of local jurisdiction makes it difficult to superimpose a state-wide solution to “fix” what are varying local problems to case management.

In 2008 portions of the Iowa court system began implementing the one judge/one family model. This model provides consistency and continuity in decisions by having a single judge responsible for all decisions for a youth and family during the foster care process. This model allows a judge to have a greater opportunity to become thoroughly familiar with a youth and family's unique situation and to observe their behavior over time, and use this familiarity to make the most educated and best serving decisions for the youth and family. Ultimately the plan would be that all youth and family cases in the state be handled under this model and that the model would eventually expand to serve the youth and family regardless of the nature of the contact with the court; either CINA or delinquency proceedings.

## **b. Funding**

The child welfare/juvenile justice system includes agencies and policies that implement and regulate formal government-sanctioned interventions into the lives of system youth. Iowa's approach to service system funding is complex. Although the bulk of system services are funded through the state, county officials and other local funding sources can have a major impact on their communities' service array and delivery. Juvenile court judges and officers determine eligibility and the type of service to be provided for many clients, while DHS policies and work decisions determine eligibility and service plans for others. Appendix B provides detail regarding funding for a variety juvenile justice system sanctions/services.

Iowa has a unified court system, under the Judicial Branch, and all clerks of court and juvenile court services personnel, including probation services, are funded by the state. Judges are state employees. The cost of public defense for juvenile offenders is state funded. County attorneys (prosecutors) are elected county employees. Additional staff is hired based on specific needs within each county, with approval of the county board of supervisors. All county attorney costs are local expenditures.

Local juvenile detention centers are funded with local funds and the costs of housing juveniles in detention is primarily locally supported; the state does reimburse counties for a small portion of juvenile detention center costs. The majority of the accountability-based sanctions (i.e. state training schools, group care placements, community service/restitution, day treatment, tracking and monitoring, family centered services) are developed and funded through juvenile court, DHS and the Department of Public Health (DPH) with state and federal funds.

Since 1992 the availability of out-of-home group care (congregate care) has been capped at the state level; however, at the same time the state increased funding for in-home community based services by millions. Iowa continues to strive to increase its capacity for youth services to be provided in the context of the child's home and local community.

In an effort to further assist local jurisdictions to stay within their child welfare budgets, state funding is provided to local juvenile courts specifically earmarked for the development of community based alternatives (i.e. day treatment, tracking and monitoring, school based supervision, life skills). Specific information regarding these services is provided in the “Crime Analysis” section of this report. In most cases the court contracts for the provision of these services.

Local officials have a significant impact on how much of the state funding for juvenile justice services is planned for and expended in their respective jurisdictions. Provided below are some examples of regional and local planning initiatives.

## **c. State Funding - Regional Planning**

Iowa's group foster care and Training School budget process serves as an example regarding regional planning for state dollars. The legislature annually budgets the funding determined necessary for a specific number of beds for the training school and foster group-care and appropriates accordingly.

The budgeted bed capacity at the training school is broken down and allocated to the eight juvenile court judicial districts by the Chief Juvenile Court Officers using a formula that takes into account prior usage and child population in the local district. These allocations may be modified or updated throughout the year through consensus of the Chief Juvenile Court Officers.

In foster care, the established budget represents a monetary cap on group care expenditures. DHS and the courts develop a formula for allocating a portion of the statewide expenditure to each of eight established DHS regions. The formula is based upon the region's proportion of the state population of children and the statewide usage of group foster care in the previous five fiscal years and other indicators of need. The expenditure amount determined in accordance with the formula is the group foster care budget target for that region.

Locally in each of the DHS regions, representatives appointed by the department and the juvenile court establish a plan for containing the expenditures for children placed in foster group-care within the budget allocated to that region. The plan includes monthly targets and strategies for developing alternatives to group foster care placements in order to contain expenditures for child welfare services within the amount appropriated by the legislature. State payment for foster group-care placements are limited to those placements made in accordance with the regional plans.

#### **d. Localized Planning Structures**

In Iowa a variety of localized planning initiatives are shaping services for system and non-system youth. Provided below are descriptions of some of Iowa's more significant localized planning initiatives. It should be noted that in most Iowa communities all of these planning efforts may be taking place simultaneously. The challenge for local officials relates to the coordination and organization of a variety of related, but different, planning efforts.

*Learning Supports* - For a number of years the Iowa Department of Education (DOE) has been working to put in place a structure to improve school achievement that focuses on the non-academic issues that dramatically affect achievement. The ICYD Steering Committee has been serving as the governing body to ensure all youth have the learning supports necessary to develop socially, emotionally, intellectually, and behaviorally, and overcome barriers to their learning. The Iowa DOE has adapted the ICYD Results Framework to guide this work and has involved several of the ICYD members in this redesign process.

*Empowerment* - The Iowa Community Empowerment Initiative was established by legislative mandate during the 1998 Iowa Legislative session in an effort to create a partnership between communities and state government with an initial emphasis to improve the well-being of families with young children (age 0 to 5). The initiative calls for the development of local community empowerment areas statewide. Through these areas, local citizens are enabled to lead collaborative efforts involving education, health, and human services programs on behalf of children, families, and other citizens residing in the area. Leadership functions can include strategic planning for and oversight and managing of programs and funding. As of March 2006, there are a total of 58 community empowerment areas in Iowa representing all 99 Iowa counties.

*Decategorization* - Created in 1987 as a pilot, decategorization (Decat) is an Iowa initiative that allows County Boards of Supervisors to collaborate with the local office of the state DHS and the Juvenile Court for purposes of decategorizing child welfare funds to form a funding pool for a county or group of counties. The intent of the Decat concept is to create more efficient and effective child welfare and juvenile justice systems. As a result, many Decat counties have developed innovative cross-system approaches to providing more community-based responses to children and families who enter the child welfare and juvenile justice systems. Ninety-eight of the 99 Iowa Counties are decategorized – they are organized into 39 regional Decats.

*Communities of Promise (COP)* – In 2001, the Iowa Commission on Volunteer Service (ICVS) formed a broad-based steering committee to launch a statewide initiative with the ultimate goals of having as many communities join the COP movement as possible and for Iowa to become a “State of Promise”. The 1997 President’s Summit for America’s Future provided a national call to action on behalf of young people. As a result, more than 550 community and state partners across the nation have united to fulfill the Five Promises of America’s Promise- The Alliance for Youth: Caring adults, Safe places, a Healthy start, Marketable skills, and Opportunities to serve.



*Iowa Workforce Development Youth Councils* – Each of Iowa's 16 Regional Workforce Investment Boards (RWIB) has a Youth Advisory Council that provides guidance for, and exercises oversight of, local youth programs operated under the Workforce Investment Act (WIA). In addition, the council provides expertise in youth policy and assists the RWIB in

1. Developing and recommending local youth employment and training policy and practice;
2. Broadening the youth employment and training focus in the community to incorporate a youth development perspective;
3. Establishing links with other organizations serving youth in the local area;
4. Factoring the range of issues that can have an impact on the success of youth in the labor market.

Members of the Youth Advisory Council serve two-year terms, and represent people with a special interest in youth policy. Members include individuals from youth service agencies, such as juvenile justice and law enforcement, public housing, parents, consumers (former WIA participants), and the RWIB.

*Iowa SAFE Communities Program* - The Iowa SAFE Community Program is a community mobilization framework that serves as a catalyst to help communities develop a coordinated multifaceted approach to reduce risks and build strengths at the local level. The centerpiece of the SAFE Community program is the cooperation and coordination among all segments of the community. Communities achieve a SAFE "certified" status by completing a four step process involving

1. Formation and mobilization of a SAFE Coalition;
2. Training about current community prevention models and other prevention issues;
3. Assessment of community strengths and weaknesses;
4. Development and implementation of a three-year action plan designed to build strengths and decrease the impact of substance abuse, crime and violence on the community.

*Community Health Assessments* - DPH asks all county boards of health to complete a "Community Health Assessment". The assessment includes information collected on a variety of issues related to health including demographics, employment, birthrates, chronic disease indicators, substance abuse and gambling, etc. Information obtained from past health assessments has received widespread use in local jurisdictions for a variety of state and local planning initiatives. The Assessments were an integral tool for data collection in all of Iowa's Comprehensive Strategy Sites.

*Child Welfare/Juvenile Justice Youth Development Allocation* – The SPA and SAG allocate funds (JJDP Act related and Juvenile Accountability Incentive Block Grant funds) based on a child population formula to regional juvenile court services (JCS). The effort allows regional and local planning for services for delinquency youth. The allocation process is discussed in some detail in the Program Plan under the issue of "Youth Development and District and Community Planning".

## **e. Enhanced Effort by SPA to Coordinate State Efforts for Youth**

The SPA has embarked upon a number of efforts to better coordinate the state's ability to impact on policies and procedures related to localized planning. Those efforts are briefly described below.

*Iowa Youth Development State Collaboration (ICYD)* - Membership is comprised of state agency staff, youth, representatives from communities and local youth serving programs, and many others. The group is working to find ways of meeting the project's goals by

- developing and coordinating training and technical assistance projects,
- agreeing on common definitions, program objectives and desired outcomes,
- finding ways of involving youth in state and local planning, and
- looking for ways to align state program policies, activities and connections with local planning initiatives.

### Overview of ICYD related Activities

There are a number of noteworthy activities underway to support the furthering of the ICYD effort. They are listed below:

*Child Welfare/Juvenile Justice Youth Development Allocation* - Fiscal year 2009 (October 2008 – September 2009) is the ninth year for the SAG and SPA to fund Iowa's Juvenile Justice Youth Development (JJYD) initiative. The effort allocates (based on a child population formula) federal JJDP Act Title II, V, and supplemental funds; JAIBG funds; and Enforcing Underage Drinking Laws (EUDL) funds to local officials. Youth development is the focus utilized to tie together the different funding streams.

*Steering Committee* - Administrators from various youth serving Executive Branch State Agencies (Human Services, Public Health, Workforce Development, Education, Office of Drug Control Policy, etc) meet on a monthly basis to plan and coordinate youth development related activities. Staff from the State Agency Work Group (discussed below) provides information and ideas to the Steering committee.

*State Agency Work Group* – For a number of years staff from various state agencies have met on a quarterly basis to discuss ways that youth development can be utilized as a theme to coordinate state level initiative – and more specifically how state agencies can work together to improve outcomes for youth at the state and local level. The State Agency Work Group is providing direct oversight to local projects doing youth development related planning. The work group is looking for ways to standardize local needs assessment and reporting requirements.

*Capacity Building Committee* – Serving as technical assistance for communities and state agencies, this group of youth development professionals addresses the challenges associated with youth involvement and offers a variety of trainings for youth and adults. The group also works to increase the involvement of youth in ongoing ICYD state and local projects, maintenance of the [www.icyd.org](http://www.icyd.org) website, training efforts, and the identification of resources.

*Learning Supports* – The ICYD Steering Committee has been serving as the overarching body governing the Iowa Department of Education's initiative to ensure all youth have the learning supports necessary to develop socially, emotionally, intellectually, and behaviorally. The Iowa Department of Education has adopted the ICYD Results Framework to guide this work and has involved several of the ICYD members in this redesign process.

*Iowa Afterschool Alliance* – Included under the umbrella of ICYD is the Iowa Afterschool Alliance. The Iowa Afterschool Alliance is a statewide coalition of networks and interest groups who support, advocate, train, and work to advance afterschool and out-of-school time experiences that are meaningful and beneficial for children, youth, families, and communities ([http://www.afterschoolalliance.org/about\\_us.cfm](http://www.afterschoolalliance.org/about_us.cfm)). Its membership includes persons from the Iowa Department of Education, the Iowa Department of Human Services, the Iowa School Age Care Association, the Iowa Child Care and Early Education Network, the Iowa Asset Building Coalition, local school officials, private youth serving agencies, SPA staff, etc.

*National Support for ICYD* – In the past Iowa has received technical assistance and funding from the National Crime Prevention Council – Packard Foundation and the National Governor's Association. Currently ICYD is recognized as a *learning group* by the "Ready by 21" initiative and receives technical assistance from the America's Promise initiative. Iowa is in its second year of participation in the Youth Engaged in Service Ambassador program sponsored by the Points of Light Foundation. Information regarding those support efforts is listed below.

*Embedding Prevention in State Policy and Practice* – Iowa was chosen as one of six states to participate in a Bureau of Justice Assistance Initiative that utilized prevention as a public policy response. The initiative provided Iowa with training and technical assistance from the National Crime Prevention Council and funding from the David and Lucile Packard Foundation.

*National Governor's Association Center for Best Practices Youth Policy Network* – Iowa also completed an effort which aimed to help improve outcomes for youth by supporting state-local partnerships and interagency efforts aimed at developing and implementing youth development strategies. The Network assisted Iowa and other states in building current youth policies and helping states to learn about and adopt best practices of youth development. The initiative was a technical assistance effort that offered communication, discussion and customized TA around the specific state youth development issues. Iowa was one of 10 states selected to receive this assistance.

*Ready by 21 Learning Group* – Iowa has been chosen to participate in the Forum for Youth Investment's Ready by 21 Learning Group. Karen Pittman, Executive Director for the Forum for Youth Investment is coordinating the effort to partner with selected state and local change makers to learn jointly what it takes to

create the capacity for sustained change and share the lessons more broadly, effectively, and efficiently. The participants of the Learning Group will meet to critique and develop *Ready by 21* ideas, information, tools, and supports; Assess the State's capacity for sustainable change; and develop and begin implementing a plan for increasing that capacity in one or more change areas engaging key stakeholder groups.

*America's Promise* – Designated a *State of Promise* in 2004, ICYD members have secured training and technical assistance offered by the America's Promise – Alliance for Youth initiative. The primary focus of the technical assistance has been the provision of marketing and communication direction.

*Iowa Dropout Prevention Leadership Summit (Destination Graduation)* – America's Promise Alliance awarded ICYD \$25,000 to gather leaders from all sectors to rally around action plans that will both strengthen schools and help our young people graduate ready for college, careers and active citizenship. The goal of the Summit was to discuss and guide policy around the disproportional rate of minority youth dropping out of school in Iowa. A facilitated process was used to examine existing issues and policies, and then assisted in developing and recommending strategies and action plans to the Governor and State Legislature to prevent minority students from dropping out of school. 17 communities participated that were identified with a disproportionate minority dropout out rate. Mini-grants were awarded to the nine communities that developed Action Plans.

## **B. SYSTEM FLOW**

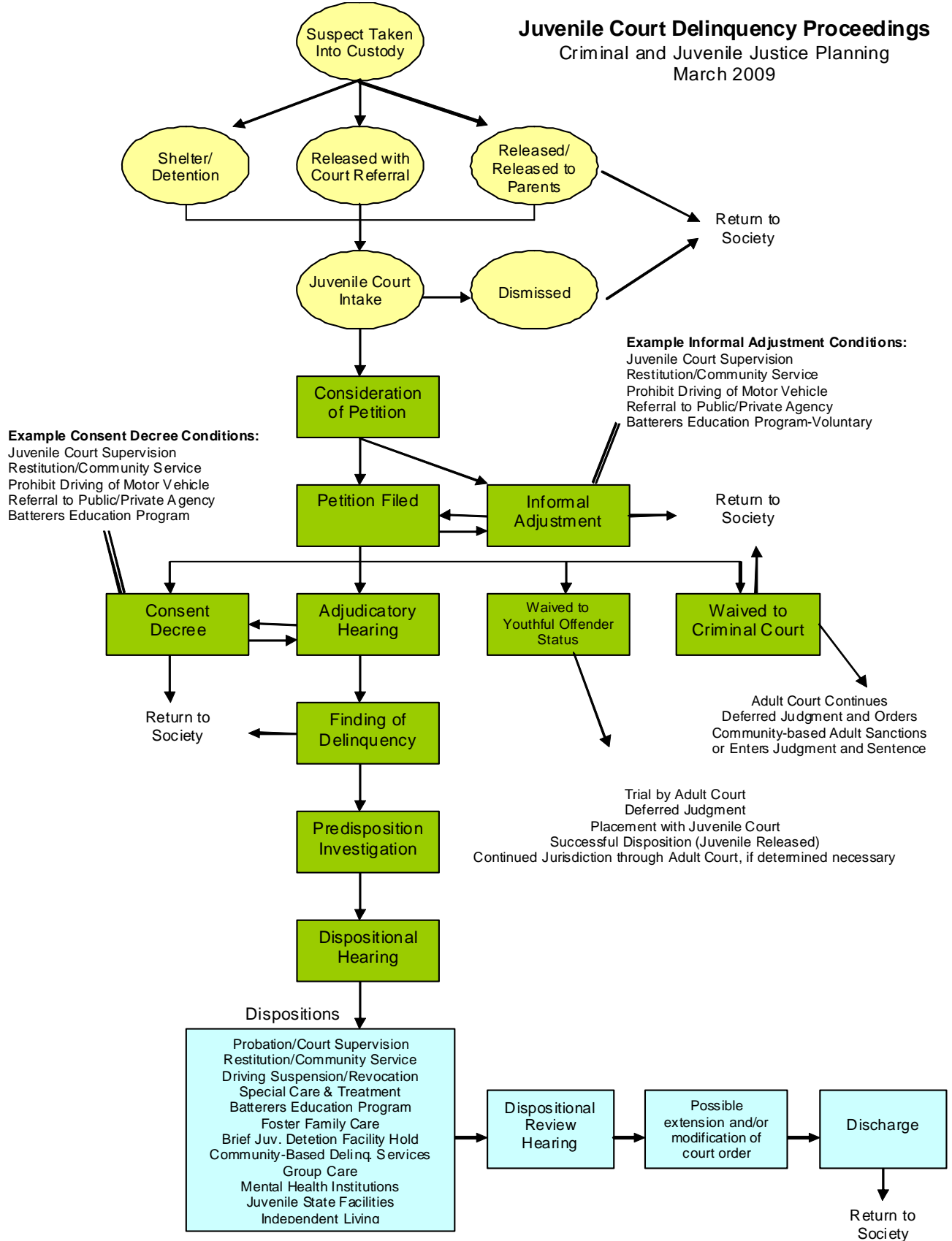
Provided in this section is a brief overview of delinquency processing for youth. Included, as well, is a flow chart that details the major decision points for such youth. Basic information regarding the juvenile court structure was provided in the "Description of System Section" earlier in this report. *Additional discussion of delinquency decision points, services, and data, as well as illustrations regarding court processing, are provided in the "Crime Analysis" section.*

### **Delinquency Processing**

Iowa Code Section 232.2(12) defines a delinquent act as the violation of any state law or local ordinance which would constitute a public offense if committed by an adult, the violation of a federal law or a law of another state which violation constitutes a criminal offense if the case involving that act has been referred to the juvenile court, or offenses for possession of alcohol (Iowa law expressly forbids the use of detention for youth for possession of alcohol).

Court proceedings for delinquent youth are outlined in Iowa Code Section 232. Youth who commit delinquent acts can be referred for processing (typically by law enforcement) to the juvenile court. Many cases referred to juvenile court are diverted from formal system processing and receive either an informal adjustment (a contract outlining the conditions of probation signed by the youth and a juvenile court officer), or a consent decree (a consent decree is similar to an informal adjustment except it is signed by a judge). Youth who require formal system processing have a delinquency petition filed and receive delinquency adjudication and dispositional hearings. A fairly extensive array of dispositional options is available for delinquent youth, including probation, day treatment, substance abuse treatment, mental health treatment, residential placement, etc.

Figure 2: System Flow of the Juvenile Justice System



## **C. SERVICE NETWORK**

Provided in this section is discussion of some of the services that may be maintained by providers and systems outside of the formal juvenile justice system. Discussion and information are provided regarding the following services: alcohol and drug programming, mental health services, alternative or special education and job training, and child in need of assistance related services. It should be noted that many of these services are accessed by both delinquent and non-delinquent youth. The section is organized according to the four areas in Iowa's Results Matrix.

### **I. YOUTH ARE HEALTHY AND SOCIALLY COMPETENT**

Included in this section is information regarding the result area "Youth are Healthy and Socially Competent". It should be noted as well that many of the services reflected in this section have impact on the other three result areas (Youth are Successful in School; Youth are Prepared for Productive Adulthood; Youth Have Benefit of Safe and Supportive Families, Schools, and Communities). The results matrix and the four result areas are explained in greater detail in the "Report Format and Youth Development Framework" section at the beginning of this report.

There are a number of factors that determine the health and social competence of youth. Indicators of physical and mental health, lifestyle choices, and pro-social relationships can help define the health and social competence of youth. Youth who get a healthy start in life have a distinct advantage over those who do not. Provided in the discussion is information on services and indicators that reflects the healthy and socially competence of youth.

#### **a. Alcohol and Drug Programming**

A variety of substance abuse services are provided for Iowa youth:

- In-school evidence-based prevention curricula
- Before and after school programs
- Universal, selective, and indicated preventive interventions
- Coalition development
- Mentoring programs
- Drug testing
- Court diversion programs
- Group and individual counseling
- Residential/inpatient or outpatient services
- Substance abuse services in day treatment
- Group care or state institutional services
- Drug courts
- Drug Abuse Resistance Education Officers (DARE)
- OWI - drunk drivers courses

Provided below is a discussion of the funding sources for a variety of the Iowa's substance abuse prevention programming. Additional information is provided regarding Iowa's managed care plan – the Iowa Plan for Behavioral Health and other options for expenses related to substance abuse services.

Iowa Department of Public Health (DPH) Substance Abuse Prevention Programming – As the designated Single State Agency for substance abuse, DPH administers over \$6.5 million in state and federal funds in FY08 through the following types of contracts:

*Comprehensive Substance Abuse Prevention* – Federal Block Grant funds and 4.5% of Iowa General Funds are contracted to 23 community-based agencies that collectively provide services to youth and adults in all 99 Iowa counties, work with various age groups from prenatal to older adults who are not in need of treatment, and work with all segments of the community. The six strategies that the agencies use in their efforts are Information Dissemination, Education, Alternatives, Problem Identification and Referral, Community-Based Process, and Environmental / Social Policy. Services include universal, selective, and indicated preventive interventions.

*Youth Mentoring and Prevention Through Mentoring* – This funding promotes formal youth mentoring programs that support the State's goals to promote prevention of use and abuse of alcohol, tobacco, and other drugs. Target populations for the mentoring programs include any age youth in the community. All contractors follow the Standards of Practice for mentoring programs and elements of effective practice established by the National Mentoring Partnership. The mentoring programs are supported by State of Iowa funds with a required two to one match of local funds.

*Drug and Violence Prevention* – These programs are funded by the governor's discretionary funds of the Federal Department of Education Safe and Drug-Free School and Communities Act funds with a 10% required local match. These services target children and youth who are not normally served by State or local education agencies or populations that need special services or additional resources, such as preschoolers, runaway or homeless children and youth, pregnant and parenting teenagers, and school dropouts. 25% of the funds are required to be law enforcement efforts.

*County Substance Abuse Prevention Services* – Up to \$10,000 of State funds are available to each of the 99 county governments with a required three to one match. Services provided may be any part of the continuum of care except treatment.

*Community Coalition Grants* – Community coalitions may apply for up to \$3,000.00 during FY08. The State of Iowa funds coalition work toward environmental and policy change focusing on underage alcohol use and/or binge drinking.

*J.E.L. (Just Eliminate Lies)* – JEL is a statewide youth movement targeting tobacco use. The initiative, with support from Iowa Department of Public Health and dedicated revenue from tobacco settlement funds, has been developed and is led by Iowa high school students. JEL is based on advocacy activities on both the state and local levels and it has its own media/marketing campaign to combat the advertising of the tobacco industry. Among its activities is an annual summit where students from across the state learn about tobacco issues and design a campaign strategy.

*Enforcing Underage Drinking Laws (EUDL)* – The SPA allocates the \$360,000 EUDL award to local communities to assist in developing comprehensive and coordinating initiatives to enforce State laws that prohibit the sale of alcoholic beverages to minors and to prevent the purchase or consumption of alcoholic beverages by minors (defined as individuals under 21 years of age). The funds can be used to support activities in one or more of the three areas outlined in the Federal legislation: Enforcement, Public Education Activities, and Innovative Programs. An example of a law enforcement activity is creating law enforcement and prosecution task forces to target establishments suspected of consistently selling alcohol to minors. Public education activities range from sponsoring media contests to creating billboard messages. Innovative programs include creating youth task forces to examine community norms and messages young people are receiving, or hiring an individual to act as a liaison between youth and communities on the issue of underage drinking.

*Iowa Plan for Behavioral Health* - On September 1, 1995, Iowa launched the Iowa Managed Substance Abuse Care Plan (IMSACP). This was a joint project of DPH and DHS. IMSACP ended December 31, 1998 and was replaced by the Iowa Plan for Behavioral Health – the Iowa Plan. Merit Behavioral Care of Iowa (MBC) was awarded the contract to serve eligible individuals through the Iowa Plan. MBC subcontracts with the National Council on Alcoholism for specific development and monitoring responsibilities.

The basic concepts of the plan are overviewed in the "Mental Health Services to Juvenile in the Juvenile Justice System" section later in this report. Eligible Medicaid clients (with certain exceptions) are included in the group of persons covered by the Iowa Plan. Through the Iowa Plan, eligible clients can access a full range of substance abuse treatment services, including assessment and referral, treatment, and continuing care. Medicaid clients at the most intensive levels of care (clinically managed medium intensity residential; clinically managed medium/high intensity residential; medically monitored intensive inpatient residential; and medically managed intensive inpatient) require pre-treatment authorization and concurrent clinical reviews.

*Other Substance Abuse Options* - Through funds supplied to the program by the Department of Public Health, The Iowa Plan is able to continue to serve clients that are NOT Medicaid eligible. Eligible non-Medicaid clients include individuals who can demonstrate that their annual income is below 300 percent federal poverty level. Substance abuse services are being provided to delinquent and system youth in families covered by private

insurance. The array of services actually available is dictated by the individual coverage of those families. However, clinical substance abuse treatment services provided by state licensed programs are required to adhere to the ASAM Placement Criteria.

### Statistics Relative to Substance Abuse

Provided below are a variety of statistics relative to substance abuse by youth. Legal and illegal substances can be very addictive to children and adults alike.

*Youth Survey Substance Use* - The below figure provides information taken from the 2005 Iowa Youth Survey (IYS). The survey was conducted in the fall of 2005. This survey was also conducted during the fall of 2008, however, the results had not been released at the time of this report. Every three years youth in 6<sup>th</sup>, 8<sup>th</sup>, and 11<sup>th</sup> grades in both public and private Iowa schools are surveyed. Surveys were completed in 349 of Iowa's 371 public school districts (94.1%) and in a minimum of 49 of 178 private schools (27.5%). A total of 96,971 public and private school students across the state completed the IYS, with each county represented by at least 170 students, except Wayne County. The Youth Survey is conducted as part of a collaborative effort between the SAG, the Departments of Education, Health, Workforce Development, the Iowa Governor's Office of Drug Control Policy, the Iowa Consortium for Substance Abuse Research, and the Higher Plain, Inc. The results in the below figures and from figures throughout this plan are from questions in the survey.

Figure 3: Tobacco, Drug, and Alcohol Use as Reported by Students

#### Tobacco Use

2005	State Weighted	6th Gr	8th Gr	11th Gr	11th Male	11th Female
Current	12%	2%	8%	27%	31%	22%
Ever	21%	5%	16%	42%	46%	38%

#### Alcohol Use

2005	State Weighted	6th Gr	8th Gr	11th Gr	11th Male	11th Female
Current	20%	4%	14%	41%	41%	40%
Ever	38%	15%	32%	67%	67%	67%

#### Drug Use (All)

2005	State Weighted	6th Gr	8th Gr	11th Gr	11th Male	11th Female
Current	10%	3%	8%	19%	20%	17%
Ever	18%	6%	14%	34%	36%	32%

#### Drug Use (Marijuana Only)

2005	State Weighted	6th Gr	8th Gr	11th Gr	11th Male	11th Female
Current	6%	0%	3%	13%	15%	11%
Ever	13%	1%	7%	30%	32%	28%

Source: [Iowa Youth Survey 2005](#)

Remarks regarding figures: The 2005 Iowa Youth Survey asked student respondents to report current and past tobacco, alcohol, and drug use:

- Twelve percent of respondents reported current tobacco use while 21% reported ever using tobacco products.
- The percent of respondents who reported using alcohol was much higher. Twenty (20) percent reported current alcohol use while 38 percent reported ever using alcohol.
- Only 10% of respondents reported current use of drugs (e.g., amphetamines, cocaine, inhalants, marijuana, and steroids), while 18% reported ever using drugs.
  - Only six percent of respondents reported current use of marijuana, while 13% reported ever using marijuana.

*Arrests for Certain Drug Related Violations* – Illegal drug use is an issue at both the state and federal level. Such use increases the number of arrests for other criminal activities including, but not limited to robbery, theft, burglary, assault, sex offenses, intimidation, domestic abuse, and murder.

Figure 4: Arrests for Drug/Narcotic Violations and Drug Equipment Violations

	Total Arrests	Rate (per 100,000)	Juvenile Arrests	Rate (per 100,000)
2003	13,359	466.7	1,630	241.2
2004	13,128	451.9	1,532	221.9
2005	13,396	457.1	1,631	239.1
2006	12,152	413.7	1,612	233.2
2007	12,396	420.2	1,824	265.0

Source: Iowa Department of Public Safety – Uniform Crime Reports

Remarks regarding figure:

- The figure shows a 7% decrease in the total number of arrests for drug offenses from 2003 to 2007.
- Juvenile drug arrests comprised 13% of the total such arrests for the report period.

## **b. Mental Health Services to Juveniles in the Juvenile Justice System**

For youth involved in the juvenile justice system mental health services are provided in a variety of settings and paid for through a variety of funding streams. The settings include

- In home services
- Office and school settings
- Day programs
- Day treatment
- Group care
- Inpatient hospitalization
- Juvenile detention facilities
- State institutions.

*Funding* - Mental health services in the juvenile justice system are funded through

- Rehabilitative treatment and supportive services in the child welfare system (those services were discussed in the Structure and Function section of this report)
- The Iowa Plan for Behavioral Health
- State Children's Health Insurance Program (Haw I)
- Private health insurance
- Sliding fees for private pay
- Funding administered through county of residence for psychiatric services at the University of Iowa (Sliding fees are funded through both private and local government sources)

Provided below is information regarding a variety of activities taking place regarding mental health issues for youth.

*SAG Mental Health Committee* – For the past six years the SAG has maintained a Committee that has been engaged in a variety of activities relative mental health issues for Iowa youth. The Committee includes SAG members, mental health professionals, youth service providers, and concerned citizens. Research by the group reflects that there are extremely limited mental health training opportunities in shelter care and juvenile detention, two of the services in the child welfare/juvenile justice system that work with youth having some of the most pressing mental health issues,. The group has been actively engaged in a variety of mental health related training



activities for juvenile detention and shelter care facility staff. This effort is discussed in greater detail in the "Program Description" section of this report.

*Mental Health System Redesign* - At the request of the Iowa General Assembly, DHS is redesigning mental health (SED), developmental disabilities (MR/DD) and Brain Injury (BI) services in Iowa for children. This work addresses eligibility and access to a uniform disability system to meet the needs of children.

Key issues include

- Standard statewide eligibility (clinical and financial)
- Statewide availability
- Gaps in the system
- Reaching all children and families who have needs
- Child and adult system transition processes

*Iowa Plan for Behavioral Health* - On March 1, 1995 the Mental Health Access Plan (MHAP) was launched in Iowa with a managed care organization providing the management of the program. MHAP ended on December 31, 1998 and was replaced by the Iowa Plan for Behavioral Health. Some of the youth accessing Iowa Plan services are involved in the juvenile justice system. The intent of the program is to expand the access and range of appropriate mental health services. Mental health services provided include psychiatric services, outpatient, inpatient, partial hospitalization, day treatment, intensive outpatient, and crisis intervention.

An estimated 180,000 Iowa Medicaid recipients are covered by the Iowa Plan. With certain exceptions, recipients include those eligible through the Family Investment program (Iowa's AFDC) and related categories, as well as people eligible through Supplemental Security Income (SSI) and related categories for those under the age of 65.

*Other Mental Health Options* - Mental health services may be available through the State Children's Health Insurance Program (known in Iowa as Hawk I) and private insurance coverage held by some families. The array of services actually available under private insurance coverage would be dictated by the individual coverage of those families.

Families without insurance coverage and not eligible for the Medicaid programs (State Children's Health Insurance Program, Iowa Plan and Rehabilitative Treatment and Supportive Services) are more limited in the mental health options available. Some communities have mental health centers or mental health providers who will provide services on a sliding fee scale basis. Some families also may qualify to receive State Psychiatric services at the University of Iowa Psychiatric Hospital. Some children's services are provided through children's mental health "waivers" – although there is a current waiting list for the waiver program.

*Psychiatric Mental Health Institutes for Children* - Psychiatric Medical Institutions for Children (PMIC's) serve children with psychiatric disorders who are able to be treated in a physically non-secure setting. Treatment services include diagnostic services, psychiatric services, nursing care, and rehabilitative services under the direction of a qualified mental health professional. Funding sources for PMIC's are state and federal Medicaid funds. Many youth in PMIC facilities are CINA's.

## **Statistics Relative to Mental Health**

Provided below are a variety of indicators reflective of the mental health of youth in Iowa. Mental Health Institute data were provided by the two state operated facilities with juvenile wards (Cherokee Mental Health Institute and Independence Mental Health Institute). The data are for all youth who were admitted to these two facilities during the indicated state fiscal year regardless of when they were discharged. The collected data include admission and release date, gender, race/ethnicity, and the manner in which the youth was committed (voluntary, involuntary, and juvenile court order). The data were then counted by total admissions, by gender, by race/ethnicity, and by the manner in which they were committed.

Figure 5: Mental Health Institute Admissions

	SFY05		SFY06		SFY07		SFY08	
Male	194	57.2%	169	49.9%	172	48.7%	189	53.7%
Female	145	42.8%	170	50.1%	181	51.3%	163	46.3%
Total	339		339		353		352	

	SFY05		SFY06		SFY07		SFY08	
Caucasian	291	85.8%	284	83.8%	293	83.0%	311	88.4%
African American	26	7.7%	31	9.1%	31	8.8%	22	6.3%
Native American	4	1.2%	9	2.7%	4	1.1%	1	0.3%
Asian/Pac Islander	0	0.0%	1	0.3%	1	0.3%	1	0.3%
Hispanic	15	4.4%	14	4.1%	24	6.8%	17	4.8%
Other/Unknown	3	0.9%	0	0.0%	0	0.0%	0	0.0%
Total	339		339		353		352	

	SFY05		SFY06		SFY07		SFY08	
Involuntary	227	67.0%	192	56.6%	211	59.8%	219	62.2%
Voluntary	18	5.3%	29	8.6%	52	14.7%	49	13.9%
Juvenile Court	94	27.7%	118	34.8%	90	25.5%	84	23.9%
Total	339		339		353		352	

Source: Iowa Department of Human Services

Remarks regarding figure:

- Total admissions were fairly stable for the report years.
- Girls comprised an average of 47.6% of the admissions during the report years.
- Minority youth comprised approximately 15% of the admissions during the report years.
- Approximately 60% of the admissions during the report years were involuntary commitments.
- Juvenile court admissions averaged 28% during the report years.

*Youth Ability to Make Friends* - Research suggests that one of the indicators which demonstrates the overall mental health of youth is related to their ability to make friends. Youth who are able to create friendships easily tend to be more socially involved with their peers, tend to have more social attachment, and generally feel better about themselves. The below figure provides IYS information relative to youths' ability to make friends.

Figure 6: Ability to Make Friends

I am good at making friends	6th Grade	8th Grade	11th Grade	Weighted State
Strongly Agree	48%	40%	33%	40%
Agree	42%	50%	56%	49%
Disagree	7%	8%	9%	8%
Strongly Disagree	3%	2%	2%	2%

Source: [Iowa Youth Survey 2005](#)

Remarks regarding figure: The 2005 Iowa Youth Survey asked student respondents to report on their ability to make friends.

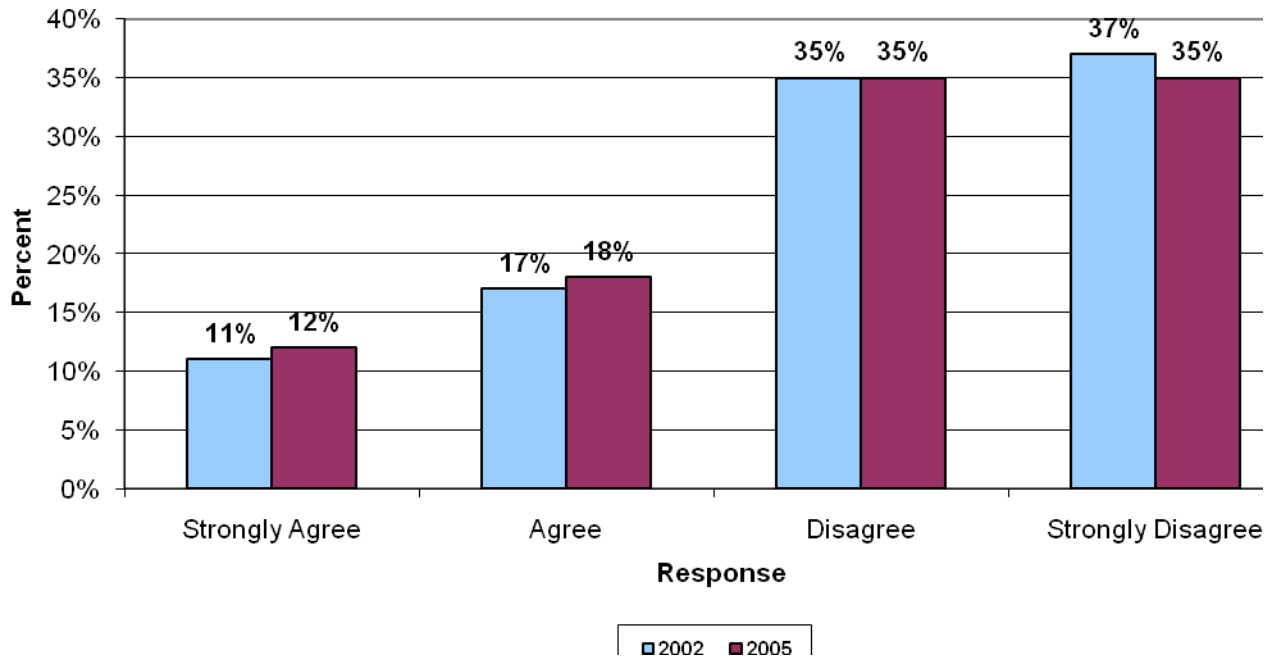
- From the figure it can be seen that most youth, 90% for the weighted state, believe that they are good at making friends.

*Positive Identity* - Children who have a positive identity and good self-esteem tend to be more involved in their schools and communities, and are therefore more attached to their schools and communities. They feel better about themselves and are less likely to exhibit anti-social behavior or engaged in negative activities.

Figure 7: Youth With Positive Identity

Percent of Youth who Responded to the Following Statement:

◆ *I feel I do not have anything to be proud of.* ◆



Source: [Iowa Youth Survey 2005](#)

Remarks regarding figure: The 2005 Iowa Youth Survey asked students to respond to the statement “I do not have anything to be proud of”.

- The figure shows that 70% of student respondents responded “Disagree” or “Strongly Disagree” to the statement.
- Thirty percent of the respondents agree that they do not have anything to be proud of.

### c. Other Health Related Services and Indicators

There are a variety of other health related services for youth including pregnancy prevention efforts, free and sliding fee scale clinics, school based health services, etc. Provided below are a variety of health related indicators. Included with the indicators is a very brief description of some of the programs created to assist in improving the overall health of youth and families.

*Free and Reduced Lunches* - Children from certain low-income families qualify to participate in free and reduced lunch programs at school. Qualification for the program is determined by household size and income. School lunch programs potentially enhance children’s health and learning abilities by contributing to their physical and mental well-being.

Figure 8: Free and Reduced Meal Eligibility

School Year	Number of Students Eligible for Free and Reduced Meals	Percentage of Students Eligible for Free and Reduced Meals
2003-2004	144,231	30.0%
2004-2005	148,759	31.1%
2005-2006	154,892	32.0%
2006-2007	155,411	32.2%
2007-2008	162,076	33.4%

Source: [Iowa Department of Education-Condition of Education Report](#)

The numbers for the figure are based on participation in the annual Basic Education Data Survey.

Remarks regarding the figure:

- The number of students eligible for free and reduced meals was at its lowest in 2003-2004.
- From 2003-2005 to 2007-2008 the number of eligible students increased by 3%.

*Family Investment Program (FIP)* - To assist families in need as they become self-supporting, Iowa has the Family Investment Program (FIP). This program enables dependent children to be cared for in their own homes or homes of relatives. Through this program, at-risk children and their families receive financial support to help the family with job seeking skills, receive information on general health and nutrition for children, skill building activities, etc.

The data provided in the three figures below include an *average* count of monthly FIP, food assistance, and Medicaid recipients. The counts were calculated by obtaining a monthly count of actual recipients, summing each month for a year and dividing by 12.

Figure 9: Family Investment Program (FIP) Cases

Year	Average Monthly Cases	Average Monthly Recipients
2004	20,138	51,957
2005	19,081	48,505
2006	17,734	44,798
2007	16,551	41,479
2008	15,570	39,011

Source: [Iowa Department of Human Services](#)

Remarks regarding the figure:

- The average monthly number of cases decreased 23% from 2002 to 2005.
- The average number of recipients decreased 25% in 2008 from 2004.

*Food Stamps* - Yet another program to help low-income families is the food stamp program. This program promotes the general welfare of eligible families by raising their levels of nutrition to avoid hunger and malnutrition.

Figure 10: Food Assistance Program

Year	Average Monthly Households	Average Monthly Recipients
2004	80,964	188,775
2005	92,670	212,162
2006	103,126	229,451
2007	109,652	241,340
2008	120,176	262,369

Source: Iowa Department of Human Services

Remarks regarding figure:

- Between 2004 and 2008 there was a 48% increase in the average number of monthly recipients receiving food stamp assistance, and a 39% increase in the average number of monthly cases.

*Medicaid* - The Medicaid program, enacted under Title XIX of the Social Security Act, is a Medical Assistance Program financed through joint federal and state funding and administered by each state according to an approved state plan. Under this plan, a state reimburses providers of medical assistance to individuals found eligible under Title XIX and other various titles of the Act.

Figure 11: Medicaid Assistance

	2004	2005	2006	2007	2008
Avg Number of Recipients	270,929	287,440	330,460	334,216	364,950

Source: Iowa Department of Human Services

Remarks regarding figure:

- There was a 35% increase in the number of Medicaid recipients from 2004 through 2008.

*Teenage Birth Rate* - Teenage births affect both teenage parents and the children born to teenage parents. Teenagers are generally economically and emotionally unprepared for the demands of parenthood. In addition, infants who are born to teenage mothers are at a heightened risk for low birth weight, and will likely face economic hardship during their childhood.

Figure 12: Number of Births to Teens

	2002	2003	2004	2005	2006	2007
< 16 years old	147	135	115	140	143	171
16 to 17 years old	890	814	805	855	887	843
<b>Total</b>	<b>1,037</b>	<b>949</b>	<b>920</b>	<b>995</b>	<b>1,030</b>	<b>1,014</b>

Source: [Iowa Department of Public Health-Vital Statistics of Iowa](#)

Remarks regarding figure:

- Overall teens births were at six year highs in 2002 (n=1,037) and 2006 (n=1,030), and at their lowest in 2004 (n=920). No specific trend is evident. Analysis for 16 to 17 year old youth is similar to that of overall teen births.
- Significantly lower numbers of teen births are experienced for youth under 16 years old (average=142 per year), as compared to 16 and 17 year olds (average= 849 per year).
  - Teen births for youth under 16 years old were at a six year high in 2007.
  - Such births increased nearly 50% between 2004 (n=115) and 2007 (n=171).

## II. YOUTH ARE SUCCESSFUL IN SCHOOL

Included in this section is information regarding the result area "Youth are Successful in School". It should be noted as well that many of the services reflected in this section have impact on the other three result areas (Youth are Healthy and Socially Competent; Youth are Prepared for Productive Adulthood; Youth Have Benefit of Safe and Supportive Families, Schools, and Communities). The results matrix and the four result areas are explained in greater detail in the "Report Format and Youth Development Framework" section at the beginning of this report.

School environment, school attachment, and academic achievement are all factors that can help determine if youth are successful in school. Students with smaller class sizes and lower student/teacher ratios tend to perform better in school. In addition, students who remain in one school may feel more attached to their school and teachers, and therefore perform better academically than students who move frequently from one school to another. Preparation for adulthood can be determined by high school dropout rates and the percent of high school graduates pursuing further education.

### a. Alternative Programs and other Supports for Delinquent Youth

Iowa provides a variety of alternatives for at-risk and delinquent youth including tutoring or mentoring programs, after school activities, day treatment services, truancy liaison officers, etc. Discussed below is a sample of the noteworthy alternatives presently available for delinquent and at-risk youth.

*Alternative Schools* - There are currently 62 alternative schools in Iowa. Alternative schools provide an alternative learning environment for students who are disconnected from the traditional school environment and want to continue their education. Many of these youth have had many problems with delinquency, chronic absenteeism or had previously dropped out of school. Alternative Programs can vary in scope and have specific programming based on the educational, behavioral and vocational services youth may need. Certainly not all of the youth attending these schools are delinquent or system youth, but such schools are a viable option for such youth.

The Department of Education continues to encourage the development and implementation of area-wide (regional) alternative schools. The regional concept allows a number of school districts to work together to provide alternative school services. As an example, a regional alternative school in Newton is accessed by a total of seven different school districts. A number of school districts in Iowa as well have formed partnerships with community colleges to complement their high school education with career planning, vocational training, work placement, and post secondary planning.

*Area Education Agencies* - It should be noted that delinquent youth in some of Iowa's most restrictive settings such as the state training schools, group care facilities, mental health settings or other out of home placements are often served by staff from Area Education Agencies (AEA's). AEA's are regional/intermediate education units that provide both specialized training for staff and educational assistance for students in many of these restrictive settings. AEA's also provide specialized training for staff in regular education settings to address the needs of students at risk and those with special needs.

*Learning Supports* - For a number of years the Iowa DOE has been working to put in place a structure to improve school achievement that focuses on the non-academic issues that dramatically impact achievement. The ICYD Steering Committee has been serving as the governing body to ensure all youth have the learning supports necessary across state systems to develop socially, emotionally, intellectually, and behaviorally and overcome barriers to their learning. The Iowa DOE has adopted the ICYD Results Framework to guide this work and has involved several of the ICYD members in this redesign process and as members of the Department of Education Learning Supports Advisory Team.

*21<sup>st</sup> Century Grant Learning Centers* – With the enactment of the No Child Left Behind Act, 2001 (NCLB1), the distribution of funding for the 21st Century Learning Communities (21st CCLC) program has been delegated to the states. The overarching goal of this new state administered program is to establish or expand community learning centers during non-school hours to provide students who attend schools eligible for Title I schoolwide programs (i.e., 40% of students are eligible to receive free and reduced lunch) with academic enrichment opportunities and supportive services. Entities eligible to receive Iowa's grant funds for a period of five (5) years have been expanded to include local educational agencies (LEAs), cities, counties, community-based organizations (CBOs), faith-based organizations (FBOs), non-profit organizations (NPOs), or a consortium of two or more such agencies, organizations or entities. Applicants are required to plan their programs through a collaborative process that includes parents, youth, and representatives of participating schools or local educational agencies, governmental agencies (e.g, cities, counties, parks and recreation departments), community organizations, and the private sector.

*Character Counts* – The Institute for Character Development's (ICD) mission is to recognize, enhance, and sustain the positive qualities of Iowans in order to promote civility through character development. The cornerstone of the focus has involved acting as a statewide partner of the national CHARACTER COUNTS! Coalition. This partnership has enabled the development and mobilization of community based character development initiatives rooted in the Six Pillars of Character: Trustworthiness, Respect, Responsibility, Fairness, Caring, and Citizenship. The vision is to mobilize the entire state around the issues of civility and decision-making rooted in good character. Civility and character development fit everywhere, from the art room to the boardroom, and there is not an individual or organization that cannot benefit from efforts to enhance actions related to decision making. Current efforts have focused statewide attention on character development research for high school youth. This effort has been titled "Smart & Good" and has helped high schools across the state to being to incorporate positive youth development strategies into their regular programming.

*Specialized Instructional Services* – Schools in Iowa provide many programs and services designed to meet the special needs of students with emotional and behavioral problems. Services are provided to students to the extent possible in their home schools. A problem solving approach that includes functional behavioral assessment and the design of positive behavioral supports provides the structure for service delivery that begins in the regular classroom, includes teacher assistance teams, and provides the services of special education staff

in regular classrooms, and when necessary, in special settings. Services in schools are supported by a complement of support staff supplied through the AEA's that include school psychologists, social workers, educational consultants, speech-language pathologists, and an array of other specialists.

### Statistics Relative to Education

Provided below are a variety of statistics relative to state graduation and school dropout rates. The statistics provide a snapshot of the overall performance of Iowa students.

*School Enrollment* - As seen in the below figure public school enrollment has been decreasing over the past few years. The figure information also reflects that non-public school enrollments have been decreasing as well, leading to a decrease in the total school enrollments in Iowa over the past five school years.

Figure 13: Iowa Public and Non-Public School K-12 Enrollments

School Year	Public	Non-Public	Total
2003-2004	485,011	37,243	522,254
2004-2005	483,335	36,161	519,496
2005-2006	483,105	35,250	518,355
2006-2007	482,584	34,278	516,862
2007-2008	480,609	34,138	514,747

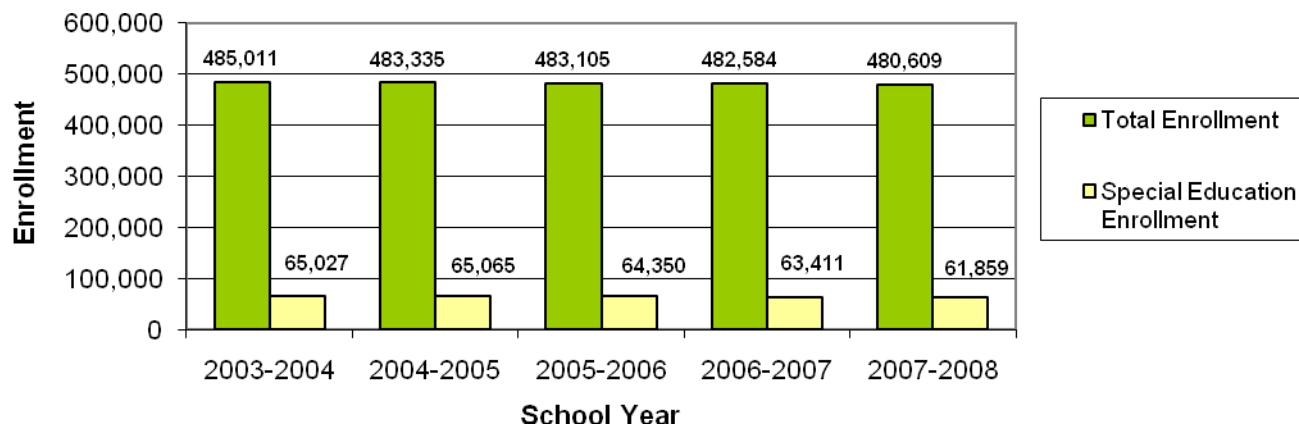
Source: [Iowa Department of Education - Condition of Education Report](#)

Remarks regarding figure:

- From the 2003-2004 to 2007-2008 school year, enrollment declined 1.5%.

*Special Education* – Children in special education settings have special needs and are provided the opportunity to increase their learning and behavioral abilities. At the same time, children who are labeled as having special needs also have greater chances to be stigmatized by teachers and peers, and greater chances to struggle with both school performance and with social interactions at school.

Figure 14: Special Education Enrollment in Iowa Public Schools



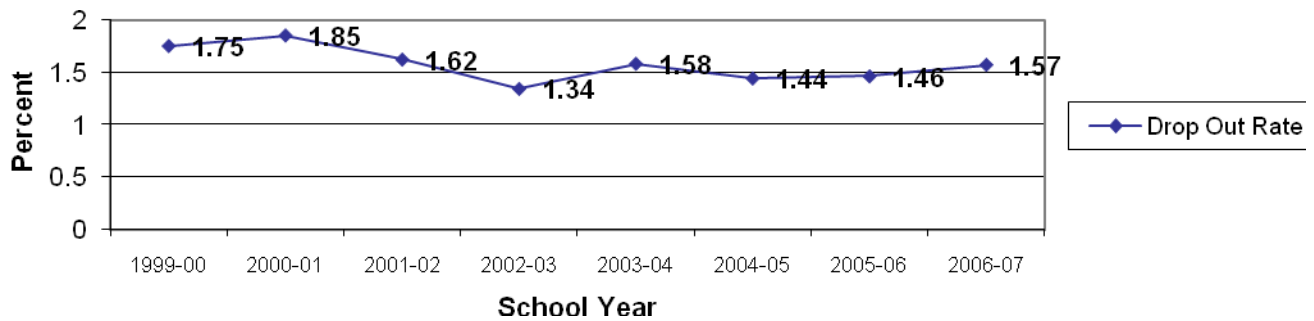
Source: [Iowa Department of Education-Condition of Education Report](#)

Remarks regarding figure:

- The number of children enrolled in special education decreased 5% during the report years.
- Youth enrolled in special education comprised approximately 13% of the total school enrollment in each of the report years.

*Dropout Rate* - Educational attainment can be directly correlated with economic security. Therefore, students who drop out of school are at risk of facing more difficulty as adults. In addition, they place their own children at risk of facing economic hardship in the future.

Figure 15: Iowa Dropouts as a Percent of Public School Students in Grades 7-12



Source: [Iowa Department of Education-Condition of Education Report](#)

Remarks regarding figure:

- The dropout percentage for 7<sup>th</sup>-12<sup>th</sup> graders held steady during the report years (average 1.58%).
- The dropout percentage was at an eight year low in 2002-03 (1.34%), and at a high in 2000-01 (1.85%).

Figure 16: Iowa Dropouts by Gender Grades 7-12

	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Dropout % Female	1.13%	1.39%	1.32%	1.29%	1.35%
Dropout % Male	1.53%	1.77%	1.56%	1.61%	1.79%
Female as % of Total Dropouts	41.17	42.97	44.59	43.25	
Female as % of Enrollment	48.76	48.86	48.81	48.74	

Source: [Iowa Department of Education-Condition of Education Report](#)

Remarks regarding figure:

- For all of the reported years the percentage of female dropouts was lower that the percentage for males.

*Perception of School Climate* – A number of factors related to academic performance take into consideration youths' perceptions that they are in a school environment that is safe, and that teachers and students care about one-another. Provided below is youth IYS information related to those issues.

Figure 17: Youth Perception of School Climate

Percent responding "Agree" or "Strongly Agree"	6th Grade	8th Grade	11th Grade	Weighted State
I feel safe at school.	90%	83%	82%	85%
My teachers care about me.	94%	84%	79%	86%
Students in my school treat each other with respect.	71%	53%	47%	57%

Source: [Iowa Youth Survey 2005](#)

Remarks regarding figure: The 2005 Iowa Youth Survey asked students to respond to questions regarding perceptions of their school climate.

- Student respondents generally agreed on the safety of their schools.
- Agreement decreased significantly in higher grade levels for the other two categories. Ninety-four (94) percent of 6<sup>th</sup> graders report feeling that their teachers care about them where only 79 percent of 11<sup>th</sup> graders report the same.
- Similarly, 71% of 6<sup>th</sup> graders report students treating other students with respect where only 47% percent of 11<sup>th</sup> graders report the same.
- Responses from 8<sup>th</sup> graders were generally in accord with the weighted state averages.

*School Attachment* - Movement in and out of school can help determine how attached a child is to his/her school, and how attached his/her family is to the community. Lack of attachment can greatly affect the academic performance of children. Children whose families move from community to community do not have a chance to



get attached to their schoolwork, teachers, or peers for long enough to remain successful. Additionally, students who skip classes and/or school generally do not perform as well as those who attend school regularly.

Figure 18: School Attachment 1

How long have you been a student in this school district?	6th Grade	8th Grade	11th Grade	Weighted State
1 year or less...	12%	7%	5%	8%
2 years...	5%	7%	4%	5%
3 years...	6%	8%	10%	8%
4 years or more...	77%	78%	81%	79%
How many times has your family moved to a different home or apartment in the last 2 years?	6th Grade	8th Grade	11th Grade	Weighted State
None...	64%	68%	76%	69%
Once...	19%	18%	15%	17%
Twice...	8%	6%	5%	6%
Three times...	5%	4%	2%	4%
Four times or more...	5%	4%	2%	4%

Source: [Iowa Youth Survey 2005](#)

Remarks regarding figure: The 2005 Iowa Youth Survey asked students to respond to questions regarding their school attachment.

- The figure shows that the majority of student respondents (almost 80%) have been students in their school districts for 4 years or more.
- Only 13% of students report being new to their school districts within the past 2 years.
- Fourteen (14) percent of student respondents report their families moving to a new home or apartment two or more times within the past 2 years.
- Another 17% of respondents report moving once within the past 2 years.
- The majority (69%) report no moves to a new home or apartment within the past 2 years.

Figure 19: School Attachment 2

Percent responding "Agree" or "Strongly Agree"	6th Grade	8th Grade	11th Grade	Weighted State
My teachers are available to talk one-on-one.	93%	84%	80%	86%
My school lets parent/guard. know if I'm doing a good job.	89%	73%	61%	74%
There is an adult in school I can go to with a problem.	95%	89%	87%	90%

Source: [Iowa Youth Survey 2005](#)

Remarks regarding figure: The 2005 Iowa Youth Survey asked students to respond to questions regarding their school attachment.

- The figure reflects that the majority of students report that they teachers are available to speak one-on-one – the percentages decline from 6<sup>th</sup> to 8<sup>th</sup> grade.
- As students grow older, they report that their parents are less likely to be informed if they do a good job.
- At all grade levels students report in high percentages that there is an adult that can go to in their school with a problem.

*Youth Involvement* – Extracurricular activities can help build children's self-esteem by allowing them to explore new skill areas and discover new talents within themselves. In addition to keeping youth busy and out of trouble, involvement in extracurricular activities helps children develop into productive and responsible citizens.

Figure 20: Youth Involvement in Extracurricular Activities and Activities Outside of School

Percent responding that they spent one or more hours per week during the school year...	6th Grade	8th Grade	11th Grade	Weighted State
...working in a paid job.	27 %	29%	63%	40%
...participating in extracurricular activities at school (sports, music, clubs, etc.)	60 %	76%	71%	69%
...helping friends, neighbors, or others (including volunteer activities).	66 %	72%	81%	73%
...participating in activities outside of school (sports, music, 4-H, Scouts, etc.)	72 %	66%	63%	67%
...at church or synagogue worship services, programs, or activities.	64 %	63%	53%	60%

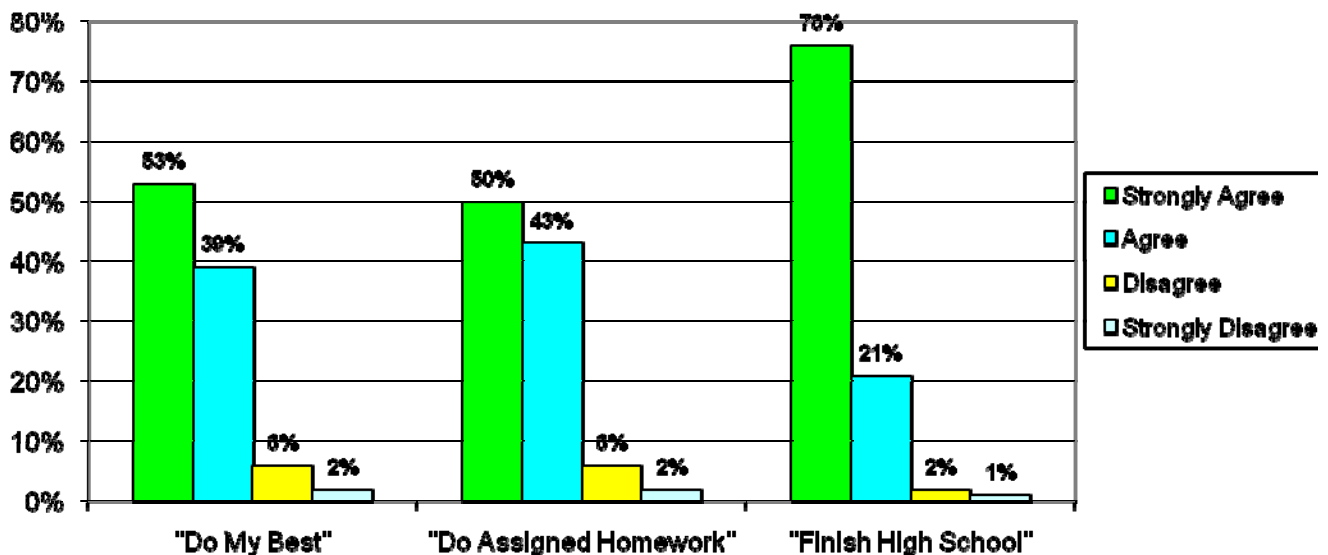
Source: [Iowa Youth Survey 2005](#)

Remarks regarding figure: The 2005 Iowa Youth Survey asked students to respond to questions regarding extracurricular activities.

- The figure shows that a majority of student respondents report involvement in extracurricular activities and activities outside of school.
- Sixth graders report being more involved in activities outside of school and religious activities than 8<sup>th</sup> and 11<sup>th</sup> graders.
- Older students, 8<sup>th</sup> and 11<sup>th</sup> graders, reported spending more time involved in extracurricular activities, helping friends, neighbors and others, and working at a paid job. This would indicate that as youth get older their focus changes to other interest and pursuits.

*Commitment to Learning* - Children who do their best in school, complete their homework, and plan to graduate from high school are less likely to drop out of school. Therefore, they are less likely to face the issues associated with dropping out of school. In addition, they are more likely to achieve academic success and secure employment as adults.

Figure 21: Commitment to Learning  
Percent of Youth who Responded to the Following Statement:



Source: [Iowa Youth Survey 2005](#)

Remarks regarding figure:

The 2005 Iowa Youth Survey asked students to respond to questions regarding their commitment to learning:

- The figure shows that the majority of student respondents answered “Agree” or “Strongly Agree” to the statement “I try to do my best in school.”
- Ninety-two (92) percent of respondents try to do their best in school.
- Ninety-three (93) percent of respondents report doing their assigned homework.
- Ninety-seven (97) percent “plan to finish high school.”

### **III. YOUTH ARE PREPARED FOR A PRODUCTIVE ADULTHOOD**

This result area section contains a discussion of services and a variety of indicators that reflect whether or not Youth are Prepared for a Productive Adulthood. It should be noted that many of the services reflected in this section have impact as well on the other three result areas (Youth are Healthy and Socially Competent; Youth are Successful in School; Youth have Benefit of Safe and Supportive Families, Schools, and Communities). The results matrix and the four result areas are explained in greater detail in the “Report Format and Youth Development Framework” section at the beginning of this report.

Research reflects that the level of preparation youth have for their future often determines the success that they will enjoy as an adult. Discussed immediately below are an array of state services and initiatives that are focused on preparing youth for adulthood.

#### **a. Job Training and Development**

An assortment of options is available to provide job training and development for youth in Iowa. Those activities include

- In school and after school programs
- High school completion programs
- Alternative secondary school programs
- Life skills programming
- Community services restitution programs
- Secondary education technical school settings
- Group care
- State institutions
- College and community college settings

Provided below is a discussion of some of the more noteworthy job training activities for youth in Iowa as well as statistical information related to employment and poverty.

*Workforce Investment Act* – The Workforce Investment Act (WIA) has a variety of provisions for youth employment and training activities. The Act emphasizes the “one-stop shop” concept, and is implemented in Iowa through sixteen Regional Workforce Investment Boards (RWIBS). The Act mandates year-round services for youth ages fourteen through twenty-one, with the intent to move away from intervention for high-risk youth to prevention by providing comprehensive year round services and universal access to employment and training services for all eligible youth.

Each of the sixteen RWIB's must establish a Youth Advisory Council. Youth Advisory Councils have several responsibilities, including a broad mission to coordinate youth activities within the service areas, to conduct regional needs assessments, to develop portions of the local plan relating to youth, and to establish linkages between education and other local entities. Each region is mandated to provide a minimum of ten required services and activities to eligible youth (e.g.. tutoring, alternative Secondary school offerings, summer employment opportunities, work experiences, occupational skill training, linkage to community services, counseling, adult mentoring, etc.). Service providers must be selected through a competitive process. WIA implementation began in July 1, 2000.

*Iowa JAG, Inc.* - Iowa JAG (Iowa's Jobs for America's Graduates), Inc. (I-JAG) is a non-profit organization developed to manage, support and implement the JAG model in 10 sites across Iowa the first year, then continue to grow the program across the state. The 15 member Board of Directors is appointed by the Governor to oversee I-JAG implementation in Iowa. That board has a 50% private sector representation. I-JAG seeks to provide the

guidance necessary to assist districts, schools and communities interested in implementing JAG and utilizing it as a tool in the larger school improvement planning. State agencies supporting the initiative include the Department of Education, Economic Development, and Workforce Development.

### Statistics Relative to Youth Preparedness for Adulthood

Provided below are an assortment of statistics relative to youth preparedness for adulthood. The indicators presented include youth receiving a high school diplomas, percentage of gradates pursuing further education, educational attainment of persons 25 or older, and voter registration and turnout.

*Youth Receiving Diplomas* - The number of youth receiving a diploma is an indicator of a student's commitment to completing school and their future plans. Data relative to the issue is provided in the below figure.

Figure 22: Number of Youth Receiving a Diploma

	2003	2004	2005	2006	2007
Number of Youth Receiving Diploma	34,858	34,339	33,547	33,693	34,127
Number of Seniors Enrolled	36,834	36,434	37,611	38,448	39,114
Percentage	94.6%	94.2%	89.2%	87.6%	87.3%

Source: [Iowa Department of Education-Condition of Education Report](#)

Remarks regarding figure:

- The percentage of youth receiving diplomas dropped from 94.6% in 2003 to 87.3% in 2007.

*High School Graduates Pursuing Further Education* – Research reflects that youth receiving post-secondary education enjoy higher income levels than youth with only a high school education. Provided below is information that reflects the percentage of Iowa youth who seek further education.

Figure 23: Percent of High School Graduates Pursuing or Intending to Pursue Further Education

	2004	2005	2006	2007	2008
Private 4-year college	15.2%	14.4%	14.6%	13.8%	13.7%
Public 4-year college	24.9%	24.6%	24.7%	26.0%	25.4%
Private 2-year college	2.4%	2.0%	1.6%	1.6%	1.2%
Community college	36.6%	37.0%	36.5%	37.5%	38.1%
Other training	4.4%	4.5%	4.5%	3.6%	3.3%
Totals:	83.5%	82.5%	81.8%	82.5%	81.5%

Source: [Iowa Department of Education-Condition of Education Report](#)

Remarks regarding figure:

- Figure 26 indicates that the percent of high school graduates seeking further education has averaged about 82% during the report years.
- The majority (about 60 percent) of these students choose to attend either a public 4-year college or a community college.
- Around 14 percent choose to attend a private 4-year college, while only 2 percent choose to attend a private 2-year college.

*Educational Attainment for Persons Over 25* – As was reflected in the previous section, educational attainment is an important influence relative to economic well-being. Higher levels of education tend to be reflected in the socio-economic status of individuals.

Figure 24: Educational Attainment of People 25 Years of Age and Over

	2003	2004	2005	2006	2007
High School Graduates	88.9%	89.5%	89.6%	88.9%	89.6%

Source: [United States Census Bureau – American Community Survey](#)

Remarks regarding figure:

- The figure reflects that just under 90% of Iowan's graduate from high school by the age of 25.

*Voter Registration and Turnout* - Youth who are involved in their communities and who care about the decisions being made in their communities are more likely to be politically involved as adults. Voter registration and turnout figures in Iowa for the 2008 Presidential Election reflect the efforts of countless individuals and organizations to educate voters. However, voter turnout among 18-24 year olds remains low.

Figure 25: Voter Registration and Turnout

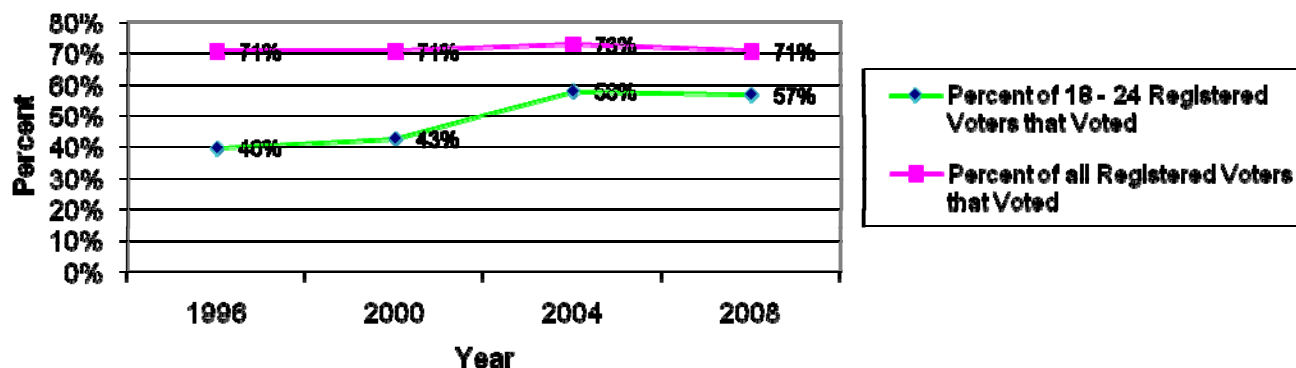
	1996	2000	2004	2008
Registered: 18 - 24	198,919	206,344	272,655	275,553
Voted: 18 - 24	79,250	89,644	159,145	156,163
Percentage of Registered that Voted: 18 - 24	40%	43%	58%	57%
Registered: All Ages	1,726,383	1,700,941	1,971,735	2,119,856
Voted: All Ages	1,233,261	1,214,913	1,497,741	1,511,577
Percentage of Registered that Voted: All Ages	71%	71%	73%	71%
Percentage 18 - 24 make up of all registered voters:	12%	12%	14%	13%
Percentage 18 - 24 make up of all those voting:	6%	7%	11%	10%

Source: Iowa Secretary of State

Remarks regarding figure:

- The number of youth age 18 to 24 account for, on average, 13% of the number of registered voters in Iowa and account for 10% of the total population voting.
- The percentage of voters in the 18 – 24 year old age bracket (57% in 2008), is considerably less than voters from all other age groups (71% 2008).

Figure 26: Voting Behavior of Iowans



Source: Iowa Secretary of State

Remarks regarding figure:

- Between 1996 and 2008, the number of registered voters who voted remained consistent at approximately 72%.
- The numbers of person voting in the 18 to 24 age group doubled between the 1996 and 2004 elections. There was no significant change from 2004 to 2008.

#### IV. SAFETY

This result area section contains a discussion of services and a mixture of indicators that reflect whether or not “Youth Have the Benefit of a Safe and Supportive Family, School, and Community”. It should be noted that many of the services reflected in this section have impact as well on the other three result areas (Youth are Healthy and Socially Competent, Youth are successful in School, Youth are Prepared for a Productive Adulthood). The results matrix and the four result areas are explained in greater detail in the “Report Format and Youth Development Framework” section at the beginning of this report.

This section of the report provides information on a number of noteworthy youth-related initiatives taking place in Iowa (see below discussions of SIYAC and IMP). The initiatives seek to provide youth with positive connections to adults, and also to provide the opportunity for youth leadership. A variety of indicators are also provided related to economic security. Later in this section is a discussion relative to child in need of assistance (CINA) proceedings – the discussion and information relates to the safety of youth in their families and within the community. The following section of this report, “Updated Analysis of Juvenile Crime Problems” also organizes an assortment of services and indicators from the juvenile justice system under this result area (Youth have the Benefit of a Safe and Supportive Family).

#### **a. Programming to Connect Youth to Caring Adults – Youth Leadership Opportunities**

Research reflects that youth who are positively connected to adults in their community and/or who are provided with leadership opportunities have a greater chance to become productive adults. Any number of youth development opportunities which connect youth to adults or provide leadership opportunities are offered through some of the most basic activities. Some of the more common school based activities include sports, music, speech, theater, student government, peer to peer tutoring/mentoring, recognition, and after-school activities. Activities in the community include youth sports leagues, boy scouts and girl scouts, 4-H, employment, and volunteer opportunities. Immediately below is information regarding a Leadership guide which overviews a variety of opportunities for youth. Listed below as well is information on programs that seek to connect youth to caring adults in their community and/or provide them with leadership opportunities.

*Leadership Development Opportunities: A Guide for Iowa Youth* – This Guide summarizes some of the many opportunities and experiences that are available for Iowa youth to enhance their leadership potential and to exercise their leadership abilities. This information was compiled at the request of the Youth Planning Committee for the Governor's Youth Leadership and Mentoring Conference in 1999 and is continued through the ICYD. Although not an exhaustive listing, the Guide provides information on many of the state and national leadership development opportunities for middle and high school youth throughout Iowa. Contact information for each program included in the Guide is provided.

*State of Iowa Youth Action Committee (SIYAC)* – The purpose of SIYAC is to provide state policymakers easy access to a youth voice on state issues affecting young people. SIYAC members are representative of the teens ages 15-18 in the state. Youth are selected through a recruitment, screening and interview process. Members serve one to three-year terms and are expected to solicit opinions of other youth and community members in their hometown and share that information with local and state-level policymakers. The fifteen to twenty-two members meet monthly as a group and between meetings are offered support by from a Community Mentor (local AEA employee) and a State Contact (State employee) who provide them with advice and assistance. Throughout the year, SIYAC members receive ongoing training on the process of policy development, youth/adult partnerships, and special leadership training. The Iowa Division of Criminal and Juvenile Justice Planning, through the work of the Iowa Collaboration for Youth Development, serves as the host agency for SIYAC and its activities.

*Iowa Mentoring Partnership (IMP)* – IMP is statewide non-profit network that allows mentoring programs and providers within Iowa to become aware of each other's programs and strengths. The IMP mission is to serve as an advocate of and resource for mentoring programs across the State of Iowa. The vision of the IMP is to serve as a clearinghouse for informational resources, including training and technical assistance, and to encourage the recruitment of mentors. The Iowa Commission on Volunteer Service serves as the host agency for IMP and facilitates its activities.

*Iowa Afterschool Alliance (IAA)* -The IAA is a statewide coalition of networks and interest groups that support, advocate, train, and work to advance afterschool and out-of-school time experiences which are meaningful and beneficial for children, youth, families, and communities. The IAA mission is to serve as an advocate of and resource for afterschool programs across the State of Iowa. The IAA is supported by the following state agencies: the Iowa Department of Education, Iowa Division of Criminal and Juvenile Justice Planning, and the Iowa Department of Human Services.

*Youth Leadership Training-* Through the support of the Iowa Collaboration for Youth Development (ICYD), the Division of Criminal and Juvenile Justice Planning has been integral in the development and presentation of youth leadership training. Cities and non-profits starting youth advisory councils, state-level initiatives, and youth and adults alike have been able to access one-on-one technical assistance surrounding strategic planning, youth/adult partnerships, positive youth development philosophy, leadership skills, and the benefits and best practices around engaging young people. As the lead agency in ICYD, Criminal and Juvenile Justice Planning has housed the staff and the Youth Engaged in Service Ambassador who is conducting most of this type of work.

## b. Economic Security and Related Indicators

There are a number of factors that can affect the safety of families, communities, and schools. One very strong indicator is economic security. Children from families facing issues of economic uncertainty (unemployment and poverty) are at a heightened risk for problems with health, behavior, and/or relationships. Indicators that can help determine the economic security of children include, but are not limited to unemployment, poverty, and participation in programs such as free/reduced meal prices at school, FIP, food stamps, and Title XIX. Information regarding those indicators is provided below.

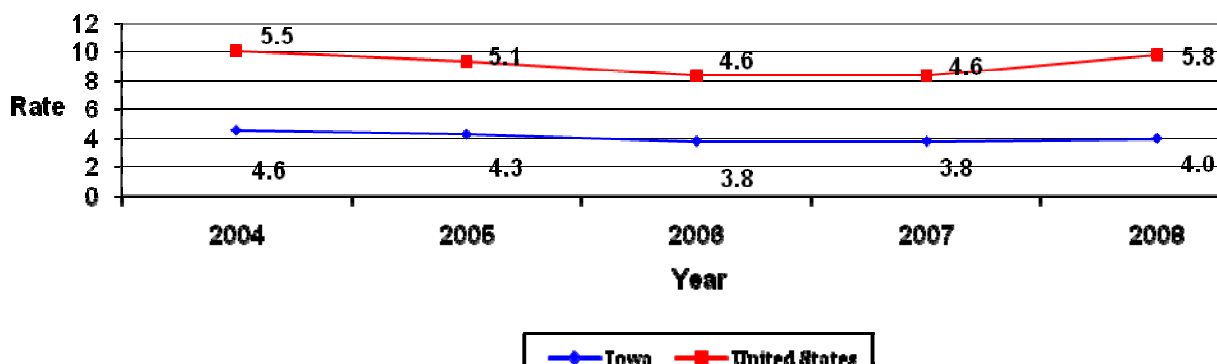
*Unemployment in Iowa and the United States* - Families in which one or both parents are unemployed face increased stress and greater economic hardship. These families have less disposable income and a decreased ability to provide for children. Consequently, the health, stability, and comfort of these children can be negatively affected. Provided below are two figures with information relative to unemployment.

Figure 27: Unemployment in Iowa and the United States (Civilians 16 years of age and older)

Calendar Year	Total Labor Force		Number Unemployed		Unemployment Rate (%)	
	Iowa	US	Iowa	US	Iowa	US
2004	1,618,000	147,380,000	74,867	8,140,000	4.6%	5.5%
2005	1,639,700	149,292,000	70,742	7,578,000	4.3%	5.1%
2006	1,664,300	151,413,000	62,717	6,992,000	3.8%	4.6%
2007	1,661,000	153,126,000	62,742	7,077,000	3.8%	4.6%
2008	1,677,200	154,329,000	66,664	8,961,000	4.0%	5.8%

Source: [U.S. Department of Labor](#) and [Iowa Workforce Development](#)

Figure 28: Iowa and National Unemployment Rates



Source: [U.S. Department of Labor](#) and [Iowa Workforce Development](#)

Remarks regarding the two above figures:

- The unemployment rate in Iowa was, on average, one percentage point lower than the national unemployment rate during the report period.
- Iowa reached a low of 3.8% unemployment rate in 2006 and 2007, and was at a high of 4.6% in 2004.

*Poverty* - Family income has the potential to adversely affect child and adolescent well-being. Underprivileged children can suffer poor physical health, decreased cognitive ability, below average school achievement, emotional and behavioral problems, and increased teenage out-of-wedlock childbearing. Provided in the following six figures are a mixture of indicators relative to poverty.

The below figure shows the national poverty guidelines as updated in the Federal Register every year by the United States Department of Health and Human Services. National poverty guidelines are based on family size, increasing each year to reflect the cost of living based on rates of inflation. For example, the national poverty guideline for a family of three in 2004 was \$15,670. That amount increased to \$17,600 in 2008 to reflect changes in the cost of living.

Figure 29: National Poverty Guidelines

Calendar Year	Family Size							
	1	2	3	4	5	6	7	8
2004	\$9,310	\$12,490	\$15,670	\$18,850	\$22,030	\$25,210	\$28,390	\$31,570
2005	\$9,570	\$12,830	\$16,090	\$19,350	\$22,610	\$25,870	\$29,130	\$32,390
2006	\$9,800	\$13,200	\$16,600	\$20,000	\$23,400	\$26,800	\$30,200	\$33,600
2007	\$10,210	\$13,690	\$17,170	\$20,650	\$24,130	\$27,610	\$31,090	\$34,570
2008	\$10,400	\$14,000	\$17,600	\$21,200	\$24,800	\$28,400	\$32,000	\$35,600

Source: [U.S. Department of Health and Human Services](#)

Figure 30: Percentage of People in Poverty

	2004	2005	2006	2007
United States	12.7%	12.6%	12.3%	12.5%
Iowa	9.9%	10.9%	11.0%	11.0%

Source: [U.S. Census Bureau/American Community Survey](#)

Figure 31: Percentage of Juveniles in Poverty

	2004	2005	2006	2007
United States	17.8%	17.6%	17.4%	18.0%
Iowa	12.4%	14.0%	13.7%	13.6%

Source: [U.S. Census Bureau/American Community Survey](#)

Remarks regarding the previous three figures relative to poverty:

- Poverty rates for lowans are lower than those experienced nationally.
- The rate for juveniles in poverty in the State of Iowa is significantly lower than the rate of juveniles in poverty across the nation. However, the rate of poverty for juveniles within the State of Iowa is slightly higher (13.6% in 2007) than the rate of poverty for all lowans (11% in 2007).
- Iowa's position relative to national figures deteriorated on both measures from 2004 to 2007.

### c. Child In Need of Assistance

The safety of youth within their families or the community is a major indicator of their potential for success as adults. Provided below is a brief discussion of the "system flow" for child in need of assistance (CINA – abused/neglected youth) proceedings in Iowa's juvenile court system. Information is provided relative to basic court processing, as well as figures on related court services.

#### CINA Processing

Iowa Code Section 232.2(6) defines a child in need of assistance (CINA) as a an unmarried child who has been abandoned or deserted, abused or neglected, or who has or will likely suffer harmful situations, or who needs medical treatment, or who has or may suffer sexual abuse, or who is in need of treatment for chemical dependency, or who has parents that for good cause desire to be relieved of parental responsibilities (the Iowa Code definition contains more than a dozen different subsections defining CINA).

It is possible that some services detailed below and in the flow chart that follows can be offered on a voluntary basis to children and their families who are experiencing difficulties. In most circumstances, a referral is made to the DHS, which would assess the family for strengths and needs, determine eligibility, and plan for services.

Typical CINA proceedings begin with a complaint provided to the juvenile court. Complaints can be provided to the court by mandatory reporters (e.g., law enforcement officers, social workers, teachers, medical professionals, etc.) or by any person having knowledge of the circumstances of a given child - such as parents, relatives,



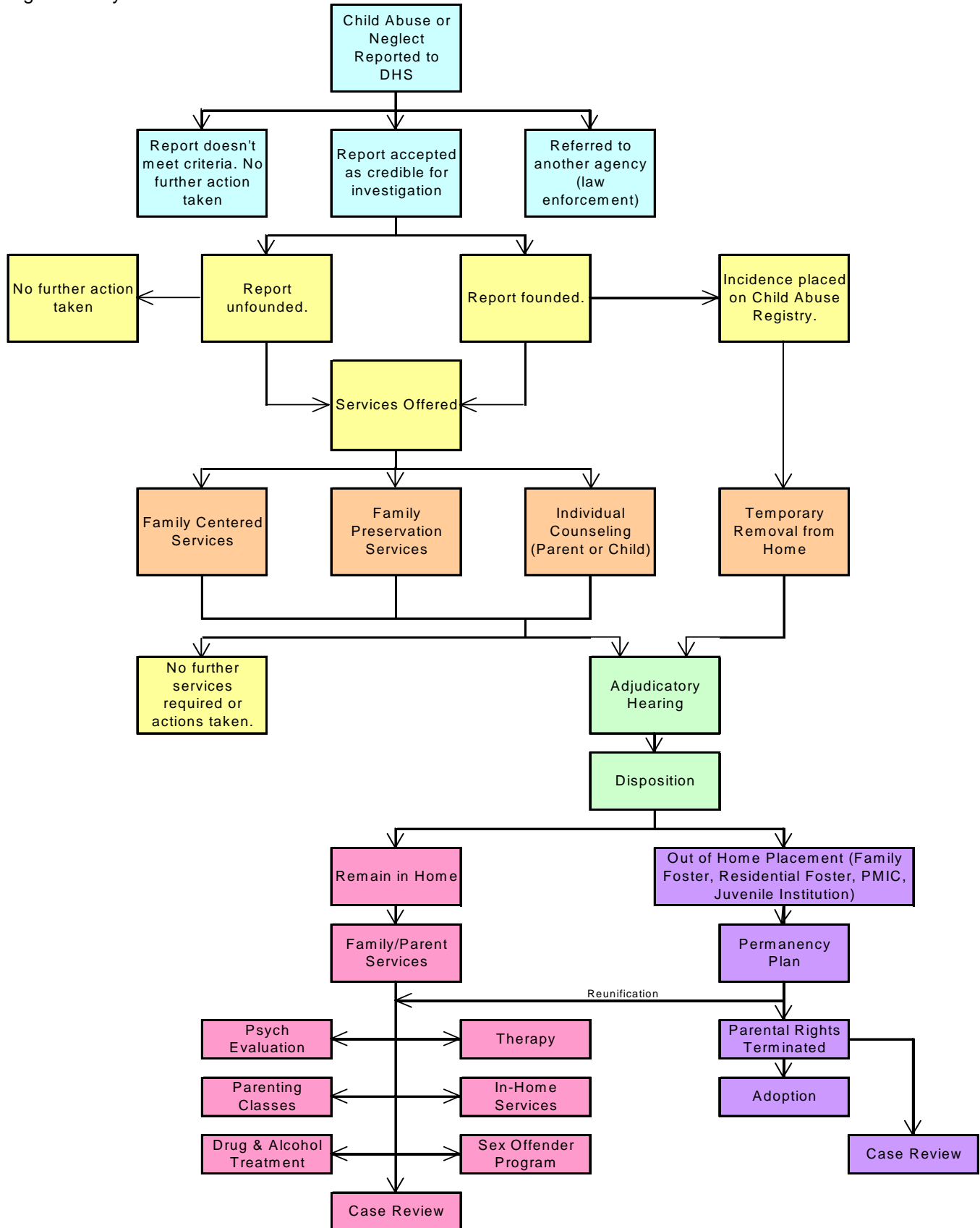
friends, neighbors, etc. The court within a given judicial district designates which entity (most often the Department of Human Services - DHS) will be responsible for investigating the complaint and determining if further action is necessary. Investigation and supervision of CINA cases generally falls to the DHS unless the action has been triggered by or involves a delinquent act requiring the involvement of juvenile court services.

DHS, a juvenile court officer, or a county attorney may file a petition alleging a child to be a CINA if the youth meets criteria as defined in Iowa Code Section 232.2 (6) (see above). If a court has evidence to sustain the petition and it is determined that its aid is required, the court may enter an order adjudicating the child a CINA. (Should the circumstance not rise to the defined level required by the Iowa Code, the child/family could be offered voluntary services.) Following adjudication, the court determines what type of disposition is appropriate for the child. CINA dispositions include

- The child remaining in his or her home and being placed under court supervision with services such as counseling, in home or family centered services, to the child and/or the family or both,
- Placement of the child with a relative or other suitable person,
- Placement of the child in a foster home,
- Placement of the child in a group foster care facility
- Placement of the child in an independent living setting (for older youth)
- Placement of the child at the Iowa Juvenile Home in Toledo, Iowa

It has long been recognized that many youth who become involved with the juvenile justice system as delinquents were first involved with the system in a CINA case. To aid understanding of CINA processing an illustration is provided below.

Figure 32: System Flow for CINA cases in the Juvenile Court



## Statistics Relative to the CINA System (Shelter, Family-Centered, Family Foster)

Provided below are a variety of indicators relative to the CINA system.

*Child Abuse and Neglect* – Children in the CINA system (as have many youth in the delinquency systems) have experienced abuse and neglect which can result in disrupted growth and development. Effects of abuse that have been identified in maltreated children include decreased physical, cognitive, emotional, and social development. The seriousness of these effects varies with the type, severity, and frequency of the abuse. Provided below is information from Iowa's state child abuse information system.

Figure 33: Child Abuse & Neglect Cases

	2004	2005	2006	2007
Abuse Reports	25,270	27,039	24,789	22,991
Substantiated Reports	9,690	9,915	9,257	8,484
Unsubstantiated Reports	15,580	17,124	15,532	14,507
Unique Children Substantiated	12,920	13,544	13,027	12,237

Source: [Iowa Department of Human Services](#)

The "abuse reported" line is the number of "reports" that are made to DHS. The "substantiated report line" is the number of reports that meets the legal criteria as defined by the Code of Iowa for child abuse. "Unsubstantiated reports" are those that did not meet the legal criterion of a non-accidental injury at the hands of a caretaker. It should be noted that the cases reported that are not accepted for investigation are often reported to local law enforcement. There are a number of reasons that a case reported may not be accepted for investigation, including, but not limited to the victim was not a child, or the offender was not in the role of a caregiver. "Unique children substantiated reports" reflects the number of children that had a finding of child abuse.

Remarks regarding the figure:

- Substantiated reports remained at approximately 37% of all abuse reports for the listed years.
- The number of abuse reports declined 20% from 2005 (n=27,039) to 2007 (n=22,991), and the number of substantiated reports declined 17% for the same period (2005, n=9,915; 2007, n=8,484).
- From 2005 to 2007 there was an 11% decrease in the number of children with substantiated abuse reports to DHS.

*Shelter Care* – Many youth involved in the CINA system (and also the delinquency system) experience a stay in a juvenile shelter care facility. Shelter care provides 24-hour emergency care for youth unable to remain in their own homes, until they can be returned home or other permanent arrangements can be made. Shelter care is designed to serve children a maximum of 30-45 days. Shelter care services primarily include crisis intervention and daily supervision. Some youth who are arrested by law enforcement are taken to juvenile shelter care facilities. Youth are also often placed in shelter care by order of the court.

Iowa Code Section 232.21 outlines provisions for the placement of youth into shelter care. The following must apply for youth to be taken into shelter care:

- No parent, guardian or custodian, etc. who can provide proper shelter, care and supervision, or
- The child desires to be placed in a shelter, or
- It is necessary to hold the child until a parent, guardian, or custodian has been contacted and has taken custody of the child, or
- It is necessary to hold the child for transfer to another jurisdiction, or
- The child is placed in shelter pursuant to an order of the court.

Youth cannot remain in shelter care for more than 48 hours without a court order (verbal or written). Iowa Code Section 232.21 requires that youth placed in shelter care by law enforcement who are believed to be runaways shall not be held for longer than 72 hours.

Provided in the figure below are shelter care data from Iowa's FACS system (Family And Children Services system). FACS is a mainframe data system used for the payment of state services – the system is maintained by the Iowa Department of Human Services. The statistics are based on average daily populations for a given state

fiscal year. The data reflect bed days used and represent an unduplicated count of youth for whom reimbursement was provided for shelter care through the FACS system.

Figure 34: Shelter Care Placements – CINAs Only

	SFY2006		SFY2007		SFY2008	
Caucasian	1,950	78.1%	1,691	77.0%	1,493	76.3%
African-American	333	13.3%	262	11.9%	263	13.4%
Native American	63	2.5%	61	2.8%	45	2.3%
Asian/Pac Islander	28	1.1%	11	0.5%	17	0.9%
Hispanic	90	3.6%	110	5.0%	80	4.1%
Unknown	25	1.0%	36	1.6%	45	2.3%
Blank	8	0.3%	25	1.1%	15	0.8%
Female	1,409	56.4%	1,169	53.2%	1,001	51.1%
Male	1,088	43.6%	1,027	46.8%	957	48.9%
TOTAL	2,497		2,196		1,958	

Source: Iowa Department of Human Services

Remarks regarding the figure:

- The number of shelter care holds decreased 22% during the report years (2006, n=2,497; 2008, n=1,958).
- The percentage of females held in shelter care was higher than that of males during the report years, although the disparity decreased through the period..
- Minority youth comprise 23% of the youth held in shelter care during the report period.

*Family Centered Services – Family Foster Care* - The court has a number of options for youth who have been adjudicated as a CINA, families that have been adjudicated as a family in need of assistance (FINA), or youth who have been involved in a founded child abuse or neglect case that volunteer for services. There are varying levels of intervention with these options that range from the child or family receiving in-home services to services that remove the child from the home. Included among these services are family centered services and foster family care.

Family centered services are interventions designed to prevent or treat child abuse and neglect, prevent delinquency, prevent or reduce out-of-home placements, and maintain family reunification. In this program rehabilitative treatment service components include therapy and counseling, restorative living, family and social skill development, and psychological evaluation services. Included in the category of family centered services are family preservation services which are an intense form of family-centered services. With the help of family-centered services families can resolve immediate crises and keep or gain a responsible level of control.

Foster family care provides emergency, temporary care and long-term placement for children unable to remain in their own homes. It offers services to families and children in order to implement plans for permanency. Children in foster care have permanency goals that include reunification with family, placement with relatives or guardian, adoption, independence and long-term care.

Foster family care provides services that include counseling and therapy, social skills development, family skills development, behavioral management, and supervision.

Figure 35: Family Centered Services – CINAs Only

	SFY2006		SFY2007		SFY2008	
Caucasian	9,718	79.5%	8,903	76.0%	7,462	73.4%
African-American	1,306	10.7%	1,252	10.7%	1,079	10.6%
Native American	192	1.6%	203	1.7%	219	2.2%
Asian/Pac Islander	151	1.2%	142	1.2%	105	1.0%
Hispanic	528	4.3%	870	7.4%	951	9.4%
Unknown	205	1.7%	255	2.2%	287	2.8%
Blank	120	1.0%	92	0.8%	68	0.7%
Female	6,269	51.3%	5,985	51.1%	5,208	51.2%
Male	5,935	48.6%	5,721	48.8%	4,959	48.8%
TOTAL	12,220		11,717		10,171	

Source: Iowa Department of Human Services

Remarks regarding the figure:

- An average of approximately 11,370 family centered services cases were served during the report years. It is one of most broadly utilized services categories of the child welfare/juvenile justice system.
- Total services decreased 17% during the report years, with nearly all the decrease found among Caucasians. Hispanic cases nearly doubled over the period.
- Females comprised approximately 48% of the youth served.

Figure 36: Family Foster Care – CINAs Only

	SFY2006		SFY2007		SFY2008	
Caucasian	5,192	73.9%	4,785	70.0%	3,957	68.8%
African-American	1,131	16.1%	1,107	16.2%	906	15.7%
Native American	144	2.0%	153	2.2%	128	2.2%
Asian/Pac Islander	100	1.4%	89	1.3%	63	1.1%
Hispanic	308	4.4%	502	7.3%	512	8.9%
Unknown	119	1.7%	165	2.4%	162	2.8%
Blank	34	0.5%	32	0.5%	25	0.4%
Female	3,589	51.1%	3,554	52.0%	2,960	51.5%
Male	3,437	48.9%	3,277	48.0%	2,793	48.5%
TOTAL	7,028		6,833		5,753	

Source: Iowa Department of Human Services

Remarks regarding the figure:

- The number of family foster care services provided declined 18% during the report years.
  - The numbers of such services provided for Caucasian, African-American, Native American, and Asian/Pac Islander youth declined during the report years.
  - The number of such services provided to Hispanic youth increased 66% during the report years.
- Females comprise 51% of CINA youth served in family foster care during the report years.

## 2. JUVENILE CRIME ANALYSIS

### A. UPDATED ANALYSIS OF JUVENILE CRIME PROBLEMS

This section is organized with discussion provided in the following areas: “arrest” (taking youth into custody), “pre-dispositional services/sanctions”, “overview of basic delinquency decision points”, and “select delinquency services”. The discussion focuses primarily on delinquents (youth who have committed criminal-related acts); many of the services or related processing also affect CINA youth, however. The discussion regarding taking youth into custody includes information from Iowa’s Uniform Crime Reports and the Iowa Missing Persons

Information Clearinghouse. The overview of basic delinquency decision points includes information regarding some of the juvenile court's major decision points. Information is additionally provided on select delinquency services.

#### **IV. SAFETY (CONTINUED FROM SERVICE NETWORK)**

Included in this section is information regarding the result area "Youth Have the Benefit of a Safe and Supportive Family, School, and Community". Information regarding that result area was provided in the prior section of the report primarily relating to programming to connect youth to caring adults, economic security, and CINA (abused and neglected) processing for youth. The information provided in this section relates specifically to services and sanctions for court involved youth. Such services can be characterized as focusing on public safety to the extent that their primary purpose is to keep delinquent youth from reoffending. It should be noted, however, that many of the services reflected in this section are designated to have impact on the other three result areas (Youth are Healthy and Socially Competent, Youth are Successful in School, and Youth are Prepared for Productive Adulthood). Iowa's policies and practices recognize that the path away from delinquency involves a combination of sanctions and services designed to assist youth to succeed in school, that address their physical and mental health, and that help them gain the assets and skills to prepare them for a productive adulthood. The results matrix and the four result areas are explained in greater detail in the "Report Format and Youth Development Framework" section at the beginning of this report.

##### **a. Taking Youth into Custody - Arrest**

This section contains information on youth taken into custody for "delinquency", and also for youth taken into custody as "runaway or missing". It should be noted that "taking into custody" is the process of removing a youth from the street and determining what further activity will need to take place. Taking a youth into custody is somewhat similar to that of placing an adult under arrest. Information contained in this section regarding taking youth into custody for delinquency utilizes the term "arrest" – a variety of juvenile arrest data are provided from the Iowa Department of Public Safety's Uniform Crime Reports. Public Safety officials also provided information on runaway and missing juveniles.

Taking a youth into custody does not, however, mean that a youth will be securely "detained" - placed in a locked setting in a jail or a police department. Iowa Code Section 232.19 (1) allows for peace officers to take youth into custody to be reunited with their families or removing the child to a shelter care facility if there is reason to believe the youth has *run away*,

- By order of the court,
- For delinquent acts,
- Or for material violation of a disposition order.

##### **1. Arrests for Acts of Delinquency**

For completion of this report the SPA and the SAG conducted extensive research on the Department of Public Safety's arrest statistics. Those statistics reflect information on Iowa youth arrested as described above. Data presented cover calendar years 2003 through 2007. The section covers the number of juveniles arrested, the juvenile arrest rates, and the arrest rates for various crimes.

Data for this section were taken from the Iowa Uniform Crime Report (UCR). The UCR is generated by the Department of Public Safety (DPS) from law enforcement agencies throughout Iowa that supply information to DPS regarding the numbers and types of arrests that the agencies make every year.

*DPS officials note that not all Iowa law enforcement agencies report arrest information, and that some agencies which are presently reporting arrest information under-report juvenile arrest statistics. It is important to note that the arrest rates reported by DPS are adjusted rates and were based on age-specific populations of those law enforcement jurisdictions reporting any data to DPS. If a law enforcement agency underreported data, but reported at least some data, both the arrest and population numbers from that jurisdiction were included in the calculation of the statewide rates reported by DPS. Assuming that the population numbers for given jurisdictions are accurate, and the number of arrests are less than what actually occurred, the actual statewide arrest rate would be greater than that reported below. Given current and past underreporting of juvenile arrests by some*

*jurisdictions, CJJP believes that the arrest rates discussed below are lower than would be seen if all juvenile arrests were reported. The reader is strongly urged to refer to DPS's "2007 Iowa Uniform Crime Report" for more information on this topic.*

Figure 37: Juvenile Arrests

	2003	2004	2005	2006	2007
Person	3,364	3,031	3,539	3,580	3,695
Percentage	16%	15%	17%	17%	16%
Non-Person	18,149	16,888	17,682	18,086	19,008
Percentage	84%	85%	83%	83%	84%
<b>Totals:</b>	<b>21,513</b>	<b>19,919</b>	<b>21,221</b>	<b>21,666</b>	<b>22,703</b>
Percentage change from previous:	NA	-7%	7%	2%	5%

Source: Iowa Uniform Crime Reports

Remarks regarding the number of arrest of juveniles:

- Juvenile arrests were fairly stable during the report years.

See Appendix C to determine how the 34 UCR categories were placed in the two categories of the Iowa Offense Classification of "person" and "non-person".

#### Iowa Offense Classifications:

This report describes pertinent juvenile justice system statistics by "person" versus "non-person" offenses. Crimes against "persons" are generally considered more serious than "non-persons" crimes. In 1991 the Department of Corrections, Board of Parole and CJJP met to determine offense type classifications. As a result of this collaboration, standard definitions of the offense categories "persons" and "non-persons" were developed. To avoid confusion and possible conflict, it was agreed that the definitions would be used by these agencies as they report information to policy makers and the public

The "persons" offense category is intended to contain only those offenses involving death, injury, attempted injury, abuse, threats, coercion, intimidation, duress, or generally anything done to another person against that person's will.

The "non-persons" offense category contains all offenses not falling under the definition of a "persons" offense. Many of these offenses are property crimes, such as theft and forgery. However, other offenses included in "non-persons" category are bribery, escape, illegal weapons possession, and drunken driving (except Serious Injury OWI). In cases where offenses could arguably be placed in either category, decisions were driven by what was historically considered to be a "persons" or "non-persons" offense for risk assessment and other statistical purposes.

In addition to the above classifications, various juvenile offender data are summarized according to whether or not offenses were against "persons" as defined above, as well as by offense level (felony or misdemeanor).

The following figure shows the arrest rate (arrests per 100,000 juvenile population) of juveniles as compared to the overall population arrest rate (arrests per 100,000 adult population) for calendar years 2003 through 2007.

Figure 38: Arrest Rates

	2003	2004	2005	2006	2007
Juvenile Arrest Rate	3182.8	2886.4	3111.1	3134.5	3298.1
Total Arrest Rate	4124.4	4073.3	4185.7	4060.7	4162.0

Source: [Iowa Uniform Crime Reports](#)

Figure 39: Juvenile Arrests as Percentage of Total Arrests

	2003	2004	2005	2006	2007
Juvenile Arrests	21,513	19,919	21,221	21,666	22,703
Total Arrests	118,060	118,354	122,665	119,287	122,781
Percentage	18%	17%	17%	18%	18%

Source: [Iowa Uniform Crime Reports](#)

Remarks regarding arrest rates for juveniles and total arrests from the above figures:

- Arrests for juveniles and adults were stable during the report years.
- Juvenile arrest rates were lower than adults for all of the report years.
- Juveniles accounted for, on average, 18% of all arrests.

*Person Offenses for Juveniles and Adults* - The following figure compares the arrest rates of juveniles (per 100,000 juvenile population) against the rates for adults (per 100,000 adult population) for a selected group of offenses against persons:

Figure 40: Arrest Rates for Person Offenses

	2004		2005		2006		2007	
	Juvenile	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile	Adult
Murder	0.9	1.8	0.1	1.1	0.0	1.5	0.4	0.8
Neg. Manslaughter	0.1	0.3	0.0	0.2	0.0	0.2	0.0	0.1
Kidnapping	0.4	2.3	0.6	2.4	0.4	3.2	0.9	5.1
Forcible Rape	4.5	4.7	4.8	4.6	5.5	4.0	7.1	4.5
Forcible Sodomy	1.2	0.6	2.3	0.5	1.0	0.3	1.7	0.4
Sexual Assault with Object	0.3	0.4	0.0	0.4	0.0	0.4	0.0	0.3
Forcible Fondling	7.5	4.7	8.8	6.2	8.0	5.1	5.1	3.1
Robbery	12.9	13.5	18.2	12.4	12.4	12.0	16.1	13.6
Aggravated Assault	93.7	147.4	108.0	161.2	100.0	139.7	105.0	142.0
Simple Assault	312.5	331.1	367.8	342.2	374.7	322.4	384.4	343.0
Intimidation	16.7	25.0	23.3	29.5	25.0	26.9	29.9	28.2
Extortion/Blackmail	0.1	0.3	0.1	0.1	0.1	0.4	0.3	0.4
Incest	0.0	0.5	0.6	0.8	0.9	0.5	0.4	0.6
Statutory Rape	1.3	3.3	2.3	3.8	2.5	3.8	1.7	2.6
Prostitution	0.1	11.5	0.1	9.4	0.4	4.2	0.3	6.5
Family Offenses	1.0	36.9	3.4	42.1	2.9	42.1	1.3	36.1

Source: [Iowa Uniform Crime Reports](#)

Remarks regarding the selected person offense arrest rates for juveniles and the adult population:

- For most person offenses, arrest rates for juveniles and adults are low.
- The most common person offense as reflected in the figure for juveniles and adults are simple and aggravated assaults.
- The juvenile rate of aggravated assault is lower than the rate for adults in all the report years. The juvenile rate of simple assault is higher than the rate of adults for three of the four report years.
- The arrest rate for sex crimes was as high for juveniles as for that of adults.



Figure 41: Juvenile Arrest Rates

Juvenile Arrest Rates	2004	2005	2006	2007
Murder	0.9	0.1	0.0	0.4
Negligent Manslaughter	0.1	0.0	0.0	0.0
Kidnapping	0.4	0.6	0.4	0.9
Forcible Rape	4.5	4.8	5.5	7.1
Forcible Sodomy	1.2	2.3	1.0	1.7
Sex Assault with Object	0.3	0.0	0.0	0.0
Forcible Fondling	7.5	8.8	8.0	5.1
Robbery	12.9	18.2	12.4	16.1
Aggravated Assault	93.7	108.0	100.0	105.0
Simple Assault	312.5	367.8	374.7	384.4
Intimidation	16.7	23.3	25.0	29.9
Arson	15.1	14.7	15.2	12.9
Extortion/Blackmail	0.1	0.1	0.1	0.3
Burglary	115.3	119.6	122.4	124.4
Larceny	597.4	639.8	540.9	628.0
Motor Vehicle Theft	40.1	34.0	31.4	40.7
Theft by Fraud	17.2	17.7	15.5	16.3
Stolen Property Offense	9.4	6.5	10.4	11.2
Vandalism of Property	202.4	246.0	249.9	262.9
Drug/Narc Violation	175.3	188.2	186.8	210.4
Drug Equipment Violation	46.6	50.9	46.4	54.6
Incest	0.0	0.6	0.9	0.4
Statutory Rape	1.3	2.3	2.5	1.7
Pornography	0.0	0.3	0.3	0.9
Gambling Offenses	0.1	0.0	0.0	0.3
Prostitution	0.1	0.1	0.4	0.3
Bribery	0.0	0.0	0.0	0.0
Weapons Law Violations	16.2	17.6	18.5	22.2
Bad Checks	1.2	2.1	1.4	0.6
Curfew/Loitering	123.0	113.8	141.3	140.0
Disorderly Conduct	264.8	302.0	351.0	366.8
Driving Under Influence	46.8	33.4	46.0	36.6
Drunkenness	34.3	37.1	61.6	57.5
Family Offense	1.0	3.4	2.9	1.3
Liquor Law Violation	317.2	303.6	302.4	317.4
Runaway	73.3	69.2	69.6	99.8
Trespass	67.6	68.0	80.3	59.7
All Other Offenses	269.7	306.0	309.3	280.1

Source: [Iowa Uniform Crime Reports](#)

Remarks regarding the arrest rates for all of the offense categories for juveniles:

- The four offenses with the highest rate of occurrence (excluding the category All Other Offenses) were larceny, simple assault, disorderly conduct, and liquor law violations.
- The arrest rate for disorderly conduct increased nearly 40% during the report years.

Figure 42: Top 10 Arrests by Gender

2007 Arrests	Females	
	Number	% of Female Arrests
Shoplifting	1,375	23.0%
Liquor Law Violations	1,009	16.8%
Disorderly Conduct	939	15.7%
Simple Assault	822	13.7%
All Other Offenses	550	9.2%
All Other Larceny	508	8.5%
Runaway	348	5.8%
Curfew/Loitering	339	5.7%
Drug/Narcotic Violations	272	4.5%
Vandalism	208	3.5%

2007 Arrests	Males	
	Number	% of Male Arrests
Simple Assault	1,801	12.3%
Disorderly Conduct	1,702	11.7%
Vandalism	1,658	11.4%
All Other Offenses	1,474	10.1%
Liquor Law Violations	1,286	8.8%
Shoplifting	1,137	7.8%
Drug/Narcotic Violations	1,096	7.5%
All Other Larceny	915	6.3%
Burglary	822	5.6%
Curfew/Loitering	661	4.5%

Source: [Iowa Uniform Crime Reports](#)

Remarks regarding offenses by gender:

- The overall number of offenses for boys is higher than offenses for girls.
- The top offense for girls, shoplifting, represents 23% of all offenses for girls. The top offense for boys, simple assault, represents 12.3% of all offenses for boys.

Figure 43: Juvenile Arrests by Gender and Offense Type

2007 Type of Offense	Females		Males	
	Number	%	Number	%
Person	1,074	14.6%	2,540	16.2%
Property	2,399	32.6%	5,321	33.8%
Public Order	2,946	40.0%	4,954	31.5%
Drug	341	4.6%	1,367	8.7%
Other	604	8.2%	1,545	9.8%

Source: [Iowa Uniform Crime Reports](#)

Remarks regarding offenses by gender and arrest type:

- The percentage of girls arrested for public order (40%) is nearly 9 percentage points higher than arrests for such offenses for boys (31.5%).
- The percentage of arrests for drug offenses for boys (8.7%) is nearly twice as high as the percentage of such arrests for girls (4.6%).

Figure 44: Juvenile Arrests by Race and Offense Type

2007	Caucasian		African American		Native American		Asian		Hispanic	
Offense Type	N	%	N	%	N	%	N	%	N	%
Person	2,451	13.9%	1,072	21.8%	27	12.4%	41	18.0%	204	13.0%
Property	5,788	32.9%	1,720	35.0%	81	37.3%	81	35.5%	533	33.9%
Public Order	6,248	35.5%	1,456	29.6%	76	35.0%	69	30.3%	571	36.4%
Drug	1,413	8.0%	257	5.2%	13	6.0%	18	7.9%	109	6.9%
Other	1,684	9.6%	415	8.4%	20	9.2%	19	8.3%	153	9.7%

Source: [Iowa Uniform Crime Reports](#)

Note: The Department of Public Safety counts Hispanics as an ethnicity, not a race – therefore, the four racial categories above will include youth of Hispanic origin.

Remarks regarding offenses by gender and arrest type:

- The percentage of arrests for African American youth for person offenses (21.8%) is significantly higher than that of Caucasian youth (13.9%).
- Caucasian and Asian youth have a higher arrest percentage for drug offenses (8% and 7.9% respectively) than the other racial/ethnic groups (African-American 5.2%, Native-American 6%, and Hispanic 6.9%).

Figure 45: Top 5 Juvenile Offenses by Race

Offense		Caucasians	
		Number	% of Arrests
Liquor Law Violations		2,162	12.3%
Shoplifting		1,891	10.8%
Simple Assault		1,758	10.0%
Disorderly Conduct		1,630	9.3%
All Other Offenses		1,584	9.0%
Offense		African Americans	
		Number	% of Arrests
Disorderly Conduct		938	19.1%
Simple Assault		801	16.3%
Shoplifting		518	10.5%
All Other Larceny		408	8.3%
All Other Offenses		392	8.0%
Offense		Native Americans	
		Number	% of Arrests
Shoplifting		45	19.7%
Simple Assault		32	14.0%
Disorderly Conduct		28	12.3%
Vandalism		23	10.1%
Drunkenness		21	9.2%
Offense		Asian/Pacific	
		Number	% of Arrests
Shoplifting		35	
Disorderly Conduct		27	
All Other Offenses		20	
Simple Assault		19	
Vandalism		17	
Offense		Hispanics	
		Number	% of Arrests
Disorderly Conduct		251	16.0%
Vandalism		230	14.6%
Shoplifting		155	9.9%
Simple Assault		150	9.6%
All Other Offenses		144	9.2%

Source: [Iowa Uniform Crime Reports](#)

Remarks regarding offenses by race:

- Liquor law violations are the offense for which Caucasians are most frequently arrested (12.8%). Disorderly conducted is the highest such offense for African-American (19.1%) and Hispanic youth (16%). Shoplifting is the highest such offense for Asian and Native American youth (19.7%).
- Disorderly conduct, shoplifting, and simple assault are in the top 5 arrest categories for all racial/ethnic groups.

## 2. Runaways & Missing Juveniles

*Missing or Runaway Youth* – Some, but not all youth involved in the delinquency and CINA systems have run away from home and are at a heightened risk due to the hardship of living on the streets. Some youth (often children) have been abducted or kidnapped. They have their lives disrupted by being unwillingly removed from their primary caregiver(s). They can be in danger of abuse, neglect, and murder. Provided below is information on basic processing for runaway youth on a state system that tracks information relative to missing or runaway youth.

Most runaway youth can be taken into custody for the purpose of being reunited with their parents or taken to a shelter care facility. Youth who have run away from a court ordered shelter or treatment facility could be taken into custody for violation of a court order.

Law enforcement practices regarding processing of runaway youth vary by jurisdiction, and can also be influenced by the situation unique to each runaway incident. Typically, when youth are reported missing to a law enforcement agency, there is immediate radio notification to all other law enforcement agencies within the jurisdiction, so that officers can look for the youth while on patrol. Department of Public Safety (DPS) officials indicate that a telephone call is all that is required to *begin* the process of relocating a runaway. *It should be noted that most youth who run away return home within days.*

Regardless, once a law enforcement agency receives information on runaways (a description of the child and circumstances surrounding their disappearance), that information is to be immediately input on the Iowa On-Line Warrants and Articles (IOWA) System. The entry of the information on the IOWA System provides immediate access regarding the details of a given runaway, and is broadcast to all law enforcement agencies statewide. DPS' Missing Person Information Clearinghouse (MPIC) collects statistical information relating to missing persons from the IOWA computer system. This is the computer system used by local law enforcement agencies in the state of Iowa for the exchange of criminal justice information and in which information on missing persons is entered.

The I.O.W.A. system defines incident types as

Disability:	A person who is missing and under proven physical/mental disability or is senile, thereby subjecting himself/herself or others to personal or immediate danger;
Endangered:	A person who is missing under circumstances indicating that his/her physical safety is in danger;
Involuntary:	A person who is missing under circumstances indicating the disappearance was not voluntary (i.e., abduction or kidnapping);
Catastrophe:	A person who is missing after a catastrophe (i.e., tornado);
Familial kidnapping:	A minor who is missing and has been un-emancipated as defined by the laws of his/her state of residence and who has been abducted by a non-custodial parent or relative;
Lost/Wandered away:	A minor who is lost or has wandered away;
Juvenile:	A person who is missing and declared un-emancipated as defined by the laws of his/her state of residence and does not meet any of the criteria for any other incident type.

Figure 46: Number of Missing Juveniles

Incident Type	2003		2004		2005		2006		2007	
	N	%	N	%	N	%	N	%	N	%
Disability	17	0.3%	9	0.2%	11	0.2%	15	0.3%	8	0.1%
Endangered	36	0.6%	19	0.4%	32	0.6%	29	0.5%	11	0.2%
Involuntary	14	0.3%	5	0.1%	5	0.1%	12	0.2%	8	0.1%
Catastrophe	0	0.0%	1	0.0%	0	0.0%	0	0.0%	0	0.0%
Familial Kidnapping	19	0.3%	18	0.3%	11	0.2%	6	0.1%	20	0.4%
Lost/Wandered Away	3	0.1%	0	0.0%	6	0.1%	1	0.0%	1	0.0%
Juvenile Unspecified	5,469	98.4%	5,155	99.0%	5,536	98.8%	5,807	98.9%	5,634	99.2%
Total	5,558	100.0%	5,207	100.0%	5,601	100.0%	5,870	100.0%	5,682	100.0%

Source: [Iowa Department of Public Safety-Missing Persons Clearinghouse](#)

Remarks regarding the number of reported missing youth:

- As Figure 49 shows, the Juvenile category accounts for about 99% of all missing persons in the state of Iowa for 2003 through 2007. This category is comprised primarily of juvenile runaways.

The following figure gives the number of juveniles who were taken into custody by law enforcement agencies in the state for the calendar years 1993 - 1998.

Figure 47: Runaways Taken Into Custody by Law Enforcement

Year	2003	2004	2005	2006	2007
Number	468	506	472	481	687

Source: [Iowa Uniform Crime Report](#)

Remarks regarding the number of missing juveniles taken into custody by law enforcement agencies:

- The number of missing juveniles actually taken into custody by law enforcement (Figure 50) is significantly lower than the number of missing juveniles reported to DPS (see figure 49).
- There is no pattern to the number of missing juveniles taken into custody.
- The number of missing juveniles taken into custody in 2003 was at a 5 year low, and at a 5 year high in 2007 (a 47% increase).

The numbers represented in the above figure reflect only the number of missing juvenile cases that were actually handled by law enforcement; that is, taken into custody or transferred by law enforcement. Those juveniles who returned voluntarily are not included in these numbers. The number of juveniles that return home without law enforcement contact is significantly higher.

Additionally, law enforcement agencies or *parents* can initiate relocation efforts through the National Center for Missing and Exploited Children. DPS officials indicate that the National Center typically does not begin providing assistance until after a runaway youth has been missing for at least 30 days. Requests for assistance from the National Center related to parental abduction, involuntary or stranger abduction, or for a child in immediate danger are acted on immediately. All law enforcement agencies are required to work with the National Center.

## b. Pre-dispositional Services

What follows is a discussion of select pre-dispositional services for youth. The discussion includes information on in-home services and juvenile detention. Many of these services may be provided prior to (and also as part of) formal court involvement.

### 1. In-Home/Community Services

Youth who have committed delinquent acts may often access a variety of services in their home/community prior to formal involvement of the juvenile court. They may receive group, individual, or family counseling. A number of prevention and intervention services are being provided for youth in their school (counseling, mediation, school based liaisons, Drug Abuse Resistance Education or other substance abuse services, mentoring, etc). Some law enforcement agencies utilize diversion programming such as shoplifting classes, restitution, or community service. Some youth may receive in-home detention (in-home supervision while the youth resides in his or her

home). A number of communities support intake centers - these centers are often located in juvenile detention facilities and are nonresidential settings where youth can be taken for transitional holds prior to moving them to another setting.

## 2. Juvenile Detention Services

A youth arrested by law enforcement for the commission of a violent offense is often referred directly to a juvenile detention facility. Indeed, youth who commit *any delinquent act* can be held in juvenile detention facilities. There are 10 such facilities in Iowa. Juvenile detention facilities are locked residential settings where youth under the jurisdiction of the juvenile court are held while awaiting a court hearing or disposition. Holds are typically pre-dispositional in nature; however, the juvenile court can also dispose delinquent youth who violate their probation to juvenile detention facilities for 48 hours. Additionally, in some areas of the state, youth under the adult court's jurisdiction are held in juvenile detention facilities. Clearly, juvenile detention facilities' primary functions are to provide public safety and assure a youth's appearance in court.

It should be noted as well that administrative rules require juvenile detention facilities to include an education component. These education services are provided by AEA's. At varying levels, juvenile detention facilities additionally provide select physical and mental health services, group or individual counseling, recreation and skill building activities, etc.

In some jurisdictions the initial decision as to whether or not a youth will be held in a juvenile detention facility is made by the juvenile court, while in others that decision initially is made by law enforcement. Bed availability is often one of the most significant factors related to whether or not a youth will be detained. Youth taken to juvenile detention facilities must have a court hearing within 24 hours.

*Juvenile Detention Facility Data* - Below is information compiled by the SPA from its own juvenile detention facility database. The database contains information specific to all "holds" performed in juvenile detention facilities throughout Iowa. For all reported holds, facilities indicate the most serious offense alleged to have been committed by the youth. The figures in this section are based on the state fiscal year (SFY) calendar that runs from July 1<sup>st</sup> of a given year through June 30<sup>th</sup> of the following year.

Figure 48: Juvenile Detention Holds

	SFY04	SFY05	SFY06	SFY07	SFY08
<b>Totals:</b>	5,163	4,981	5,271	4,585	3,969
Percentage change from previous year:	N/A	-4%	6%	-13%	-13%

Source: Iowa Justice Data Warehouse

Remarks regarding the number of juveniles detained in juvenile detention facilities:

- The number of juveniles detained decreased 25% for SFY06 thru 08.

*Holds by Gender* - The following figure examines the use of detention facilities by gender.

Figure 49: Detention Holds by Gender

	SFY04		SFY05		SFY06		SFY07		SFY08	
Female	1,046	20%	1,086	22%	1,102	21%	3,720	81%	778	20%
Male	4,117	80%	3,895	78%	4,169	79%	865	19%	3,191	80%
<b>Total</b>	5,163		4,981		5,271		4,585		3,969	

Source: Iowa Justice Data Warehouse

Remarks regarding the figure:

- Females accounted for approximately 20% of the holds during the report years.

*Holds by Race* - The following figure examines the use of detention facilities by race and ethnicity.

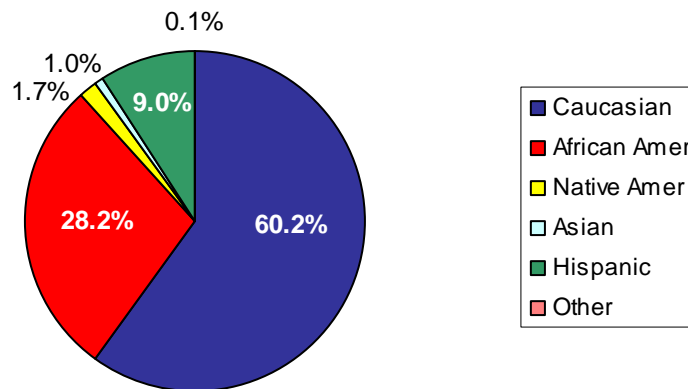
Figure 50: Detention Holds by Race and Ethnicity

	SFY04		SFY05		SFY06		SFY07		SFY08	
Caucasian	3,445	66.7%	3,302	66.3%	3,395	64.4%	2,852	62%	2,388	60.2%
African American	1,169	22.6%	1,114	22.4%	1,280	24.3%	1,252	27%	1,118	28.2%
Native American	123	2.4%	119	2.4%	113	2.1%	89	2%	66	1.7%
Asian/Pac Islander	60	1.2%	53	1.1%	74	1.4%	51	1%	38	1.0%
Hispanic	364	7.1%	392	7.9%	408	7.7%	340	7%	357	9.0%
Other	2	0.0%	1	0.0%	1	0.0%	1	0%	2	0.1%
	5,163	100%	4,981	100%	5,271	100%	4,585	100%	3,969	100%

Source: Iowa Justice Data Warehouse

Figure 51: Caucasian Detention Holds Compared to Youth of Color – SFY08

### SFY08 Detention Holds By Race



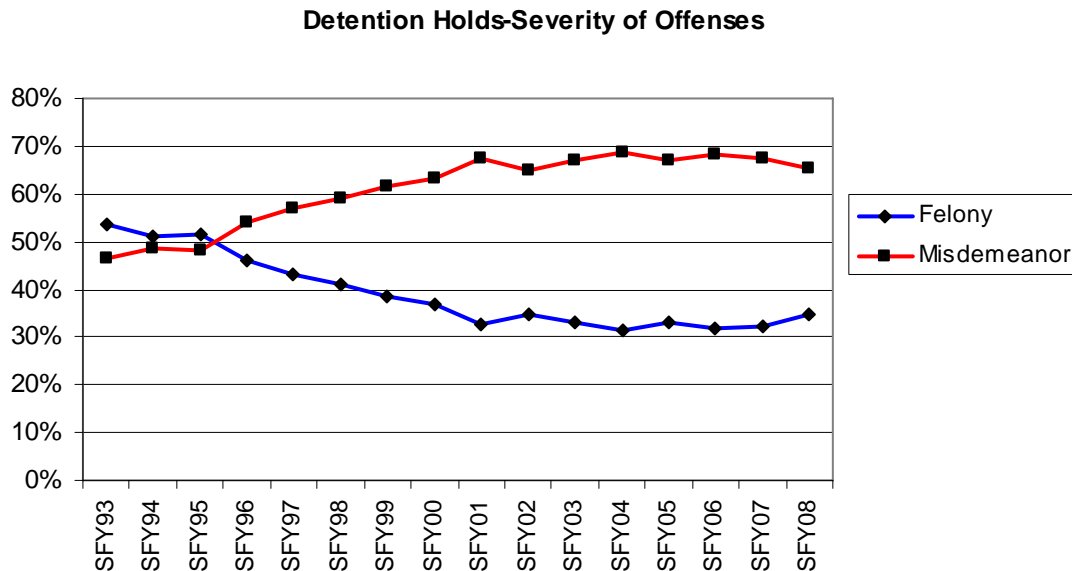
Source: Iowa Justice Data Warehouse

Remarks regarding above figures/graphs:

- Overall holds declined 23% during the report years.
- The number of holds for Caucasian youth declined 31% during the report years.
- The number of holds for minority youth declined 8% during the report years.
- Holds for African American and Hispanic youth rose approximately 10% from SFY04 – 06, and declined by nearly the same amount thereafter.
- Minority youth comprised 33% of all detention holds in SFY04, and 40% in 08.

*Holds by Severity of Offense* - The following figure examines the severity of offenses on which juveniles are being detained:

Figure 52: Severity of Offenses for Detention Holds



Source: Iowa Criminal and Juvenile Justice Planning

Remarks regarding the severity of offenses on which juveniles are detained:

- Fifty-five percent of holds from SFY93 to 95 were for felons.
- From 96-08 the majority of holds were for misdemeanants.
  - From 01–08 misdemeanants comprised nearly 70% of all holds.

Since SFY93 Iowa has increased from nine juvenile detention facilities to 10 in SFY08. Additionally during this time period the number of juvenile detention beds in Iowa has grown from 126 in SFY93 beds to 242 beds in SFY06 through the addition of new facilities and the expansion of existing facilities.

*Detention Bed Availability* -The following figure shows the number of juvenile detention beds available in the State of Iowa, the number of juveniles detained in these facilities, and the average number of youth held in each bed.

Figure 53: Detention Beds Available - Average Use – Average Length of Stay

	SFY03	SFY04	SFY05	SFY06	SFY07	SFY08
Detention Beds Available*	191	203	203	209	210	210
Detention Bed Days Available	69,715	74,095	74,095	76,285	76,650	76,650
Bed Days Used	51,538	59,945	55,020	62,980	57,933	51,288
<b>Average Use</b>	<b>73.90%</b>	<b>80.90%</b>	<b>74.30%</b>	<b>82.60%</b>	<b>75.60%</b>	<b>66.90%</b>
<b>Number of Holds</b>	<b>5,100</b>	<b>5,179</b>	<b>4,984</b>	<b>5,277</b>	<b>4,585</b>	<b>3,969</b>
<b>Average Length of Stay in days</b>	<b>10.1</b>	<b>11.6</b>	<b>11</b>	<b>11.9</b>	<b>12.6</b>	<b>12.9</b>

\* This is the number of detention beds being staffed for on any given day. The total number of licensed beds is greater, which would reduce the "average use" percentage.

Source: Iowa Criminal and Juvenile Justice Planning



Remarks regarding the number of detention beds available and the average number of juveniles held in each bed:

- The number of beds available was at a period low in SFY03 (n=191) and at a high in SFY's07 and 08 (n=210). As a result, the bed days available increased 10% during that period.
- The number of bed days used was at a high in SFY06 (n=62,980), and declined 19% to a period low in SFY08 (n=51,288)
- The average use was at a six year high in SFY06 (82.6%) and declined to a period low in SFY08 (66.9%).
- The number of holds was at a six year high in SFY06 (n=5277) and declined 25% by SFY08 (n=3,969).
- The average length of stay (ALOS) increased nearly 3 days during the report period (SFY03, ALOS=10.1; SFY08, ALOS=12.9).

When this figure is compared to the figure with the severity of the crimes on which juveniles are detained on it would appear that as the number of beds available in the state increases the likelihood that youth are securely detained on less severe offenses.

*Holds for Rural and Urban Areas* - The following figure shows the use of juvenile detention centers by counties deemed MSA and non-MSA by the US Census Bureau.

Figure 54: Rural and Metropolitan County Use of Juvenile Detention

	SFY04	SFY05	SFY06	SFY07	SFY08
non-MSA	1,411 27%	1,412 28%	1,478 28%	1,367 30%	1,320 33%
MSA	3,729 72%	3,489 70%	3,683 70%	3,162 69%	2,587 65%
Other	40 1%	80 2%	110 2%	56 1%	62 2%
Total	5,180	4,981	5,271	4,585	3,969

Source: Iowa Criminal and Juvenile Justice Planning

Remarks regarding the figure:

- Other juveniles are those that were detained in Iowa's juvenile detention centers that reside outside of the state.
- Detention center holds in MSA's counties declined 31% during the report years.
- Such holds in non-MSA counties declined 6%.
  - In SFY04 non-MSA county holds comprised 27% of all holds, by SFY08 non-MSA holds comprised 33% of all holds.

### c. Overview of Basic Delinquency Decision Points

This section provides a brief overview of the major decision points related to delinquency processing for youth. It is intended to demonstrate the overall numbers of youth who are processed "through" court decisions. Delinquency processing was described as well in the "System Flow" section of this report.

#### 1. Delinquency Processing

Narrative and data for select decision points have been provided in this section. Immediately below is a brief overview of some of the options the Iowa Code provides for delinquent youth under the courts' jurisdiction.

Typically the intensity of a specific service increases as youth progress into more formalized court processing.

- "Complaints to Juvenile Court" – Complaints are typically referred to juvenile court by law enforcement. Complaints are law violations by juveniles. "Arrest" or "taking youth into custody" was discussed previously in this report. There may be more than one offense included in a complaint. Complaints are processed by juvenile court services (JCS) staff. Complaints are often synonymous with the decision of referral to juvenile court.
- "Informal Adjustment" – A significant number of youth referred to the juvenile court receive informal adjustments, which are contracts that youth enter into with JCS staff. Informal adjustment is an option for youth utilized often for younger or less serious offenders who have admitted their involvement in a delinquent act. The conditions of an informal adjustment can include juvenile court supervision, restitution/community service, prohibiting a youth from driving, referral to a private agency, voluntary participation in batterers' treatment, etc.

- “Petitions Filed” – JCS staff refer youth who require more serious court intervention to the county attorney. The county attorney may “file a petition” on any given offense. The filing of a petition constitutes the formal involvement of the court.
- “Consent Decree” – At any time after the filing of a petition and prior to an order of adjudication the juvenile court may enter a consent decree. Consent decrees are similar to informal adjustment agreements (and may be compared to deferred judgments in the adult system). Consent decrees are court orders that specify conditions and requirements for youth. The terms and conditions of consent decrees may include supervision of the child by the juvenile court or other designated agency, community service/restitution, prohibiting a youth from driving, participation in batterers’ treatment, etc.
- “Adjudications” - Adjudications are court hearings that provide a formal finding of guilt. A youth who is found guilty is “adjudicated a delinquent”.
- Dispositions – Dispositional hearings are provided for youth who have had a delinquency adjudication. Dispositional hearings are often conducted as part of the adjudication hearing. Dispositions for the juvenile court include probation/court supervision, restitution/community service, driving suspension/revocation, special care & treatment, batterers education, foster family care, brief juvenile detention facility hold, community-based delinquency services, group care, mental health institution placement, state training school placement, independent living, etc.
- “Waiver to Adult Court” – Youth are waived to adult court (placed under the jurisdiction of the district court) if they have committed certain serious offenses, and/or are older youth and are deemed as requiring additional court supervision, and/or it is determined that they can no longer benefit from the supervision or services of the juvenile justice system.

Provided below is a figure with information taken from Iowa’s Justice Data Warehouse (JDW) which is maintained by the SPA. The warehouse is a single repository of court information from Iowa’s 99 counties. The JDW is discussed in some detail in the “Plan for Reducing Disproportionate Minority Confinement” section of this report. Appendix F contains matrices which are created with information from JDW (and also from other secure facility databases maintained by the SPA) which allows for analysis of court processing broken down by race.

It should be noted that the numbers reflected in the figure represent a count for a given decision point. The numbers do not represent individual youth. For example, the “Complaints to Juvenile Court” decision point in the figure reflects 27,592 “complaints” (not youth) referred to the juvenile court.

Figure 55: State-Wide Juvenile Justice System Flow By Gender - SFY08

<b>MALE</b>			<b>FEMALE</b>	
(51.2%)	364,339	Population (2007)	347,064	(48.8%)
(68.1%)	15,727	Arrests (2007)	7,364	(31.9%)
(69.2%)	18,751	Complaints	8,347	(30.8%)
(64.4%)	5,849	Informals	3,235	(35.6%)
(80.4%)	3,191	Detention	778	(19.6%)
(80.2%)	4,583	Petitions Filed	1,128	(19.8%)
(72.9%)	728	Consent Decrees	271	(27.1%)
(82.7%)	1,827	Adjudications	382	(17.3%)
(79.2%)	991	Formal Probation	261	(20.8%)
(82.3%)	576	Waivers	124	(17.7%)

Source: [Iowa Justice Data Warehouse](#)

Note I: Youth with 'Unknown' gender classification are excluded from this table.

Note II: Waiver to adult is a court count of orders for youth who the juvenile court has waived to adult court youth placed under adult court jurisdiction due to statutory exclusion are not included in the above count.

Figure 56: State-Wide Juvenile Justice System Flow for Youth of Color – SFY08

<b>CAUCASIAN</b>		<b>MINORITY</b>		
(85.1%)	605,620	Population (2007)	105,783	(14.9%)
(76.2%)	17,584	Arrests (2007)	5,507	(23.8%)
(72.8%)	19,730	Complaints	7,382	(27.2%)
(78.9%)	7,166	Informals	1,913	(21.1%)
(60.2%)	2,388	Detention	1,581	(39.8%)
(68.2%)	3,892	Petitions Filed	1,817	(31.8%)
(75.2%)	751	Consent Decrees	248	(24.8%)
(68.2%)	1,505	Adjudications	703	(31.8%)
(69.3%)	868	Formal Probation	384	(30.7%)
(73.6%)	515	Waivers	185	(26.4%)

Source: [Iowa Justice Data Warehouse](#)

Note I: Youth with 'Other' or 'Unknown' race classification are included with the Youth of Color column.

Note II: Waive to adult court is a count of orders for youth who the juvenile court has waived to adult court – youth placed under adult court jurisdiction due to statutory exclusion are not included in the above count.

Remarks regarding the two figures above:

- Females comprise 31.9% of all youth who receive complaints complaint, their numbers increase to 35.6% for informal adjustments. Females comprise nearly 20% of detention holds and petitions filed, 27% of consent decrees and only 17% of adjudications and waivers to adult court.
- Youth of color represent 24% of the population at the point of complaint, while their numbers decline to 21% for those that receive informal adjustments. Of the petitions filed and adjudication hearing held, 31.8% were for minority youth.
- As the formality of court involvement increases the numbers in a given decision point decrease.

Listed below are data for some of the more common decision making points for youth under juvenile court jurisdiction listed by gender and race.

Figure 57: Complaints Filed by Gender and Race

Gender/Race	2006				2007				2008			
	F	M	Unk	Total	F	M	Unk	Total	F	M	Unk	Total
Caucasian	6,739	14,903	3	21,645	6,457	13,887		20,344	6,043	12,972	2	19,017
African American	1,354	3,271		4,625	1,621	3,371	1	4,993	1,409	3,268		4,677
Native American	118	198		316	124	186		310	83	213		296
Asian/Pacific Islander	78	157		235	63	166		229	88	120		208
Hispanic	412	1,409	1	1,822	403	1,229		1,632	409	1,429		1,838
Other/Unknown	134	265	30	429	114	306	5	425	82	262	31	375
TOTALS:	8,835	20,203	34	29,072	8,782	19,145	6	27,933	8,114	18,264	33	26,411

Source: [Iowa Justice Data Warehouse](#)

Figure 58: Informal Adjustments by Gender and Race

	2006				2007				2008			
Gender/Race	F	M	Unk	Total	F	M	Unk	Total	F	M	Unk	Total
Caucasian	3,329	5,331		8,660	3,127	5,218		8,345	2,109	4,134		6,243
African American	523	676		1,199	505	689	1	1,195	395	605		1,000
Native American	22	22		44	42	52		94	9	24		33
Asian/Pacific Islander	38	65		103	33	76		109	29	38		67
Hispanic	178	421		599	183	409		592	135	363		498
Other/Unknown	68	87	12	167	49	92	5	146	25	49	7	81
TOTALS:	4,158	6,602	12	10,772	3,939	6,536	6	10,481	2,702	5,213	7	7,922

Source: [Iowa Justice Data Warehouse](#)

Figure 59: Delinquency Petitions Filed by Gender and Race

	2006				2007				2008			
Gender/Race	F	M	Unk	Total	F	M	Unk	Total	F	M	Unk	Total
Caucasian	921	3,652	1	4,574	895	3,256		4,151	686	2,810		3,496
African American	235	985	1	1,221	338	1,145		1,483	214	850		1,064
Native American	10	40		50	13	46		59	7	51		58
Asian/Pacific Islander	13	29		42	5	23		28	11	25		36
Hispanic	57	345		402	58	286		344	43	337		380
Other/Unknown	18	64	1	83	11	66		77	14	77	1	92
TOTALS:	1,254	5,115	3	6,372	1,320	4,822	0	6,142	975	4,150	1	5,126

Source: [Iowa Justice Data Warehouse](#)

Figure 60: Youth Placed on Consent Decrees by Gender and Race

	2006				2007				2008			
Gender/Race	F	M	Unk	Total	F	M	Unk	Total	F	M	Unk	Total
Caucasian	216	638		854	216	592		808	167	494		661
African American	47	91		138	48	119		167	39	99		138
Native American	1	4		5	4	1		5	1	4		5
Asian/Pacific Islander	3	4		7	1	3		4	2	4		6
Hispanic	6	39		45	5	28		33	7	45		52
Other/Unknown	4	12		16	9	9		18	1	10	1	12
TOTALS:	277	788	0	1,065	283	752	0	1,035	217	656	1	874

Source: [Iowa Justice Data Warehouse](#)

Figure 61: Youth Adjudicated Delinquent by Gender and Race

	2006				2007				2008			
Gender/Race	F	M	Unk	Total	F	M	Unk	Total	F	M	Unk	Total
Caucasian	329	1,419	2	1,750	319	1,276		1,595	228	1,168		1,396
African American	99	393		492	100	426		526	85	352		437
Native American	4	22		26	3	11		14	2	9		11
Asian/Pacific Islander	3	9		12	5	12		17	3	10		13
Hispanic	26	127		153	28	147		175	18	142		160
Other/Unknown	11	24	1	36	4	27		31	4	28		32
TOTALS:	472	1,994	3	2,469	459	1,899	0	2,358	340	1,709	0	2,049

Source: [Iowa Justice Data Warehouse](#)

Figure 62: Youth Placed on Formal Probation by Gender and Race

	2006				2007				2008			
Gender/Race	F	M	Unk	Total	F	M	Unk	Total	F	M	Unk	Total
Caucasian	203	846	1	1,050	214	791		1,005	151	655		806
African American	57	233		290	71	234		305	53	212		265
Native American	2	7		9	2	4		6	1	3		4
Asian/Pacific Islander	1	4		5	4	5		9	0	7		7
Hispanic	12	70		82	8	77		85	11	63		74
Other/Unknown	2	12		14	3	14		17	1	14		15
TOTALS:	277	1,172	1	1,450	302	1,125	0	1,427	217	954	0	1,171

Source: [Iowa Justice Data Warehouse](#)

Figure 63: Youth Waived to Adult Court by Gender and Race

	2006				2007				2008			
Gender/Race	F	M	Unk	Total	F	M	Unk	Total	F	M	Unk	Total
Caucasian	101	554		655	106	464		570	91	419		510
African American	18	92		110	27	91		118	16	77		93
Native American	1	7		8	1	19		20	0	6		6
Asian/Pacific Islander	1	9		10	0	1		1	0	6		6
Hispanic	12	49		61	2	51		53	9	44		53
Other/Unknown	0	5	1	6	0	5		5	1	6		7
TOTALS:	133	716	1	850	136	631	0	767	117	558	0	675

Source: [Iowa Justice Data Warehouse](#)

Remarks regarding the above figures:

- From 2006 to 2008 there were reductions in the overall number of incidents in each decision point.
- The smallest reduction in court processing, 10%, was for overall complaints filed. At that decision point there was 12% reduction for Caucasian youth and a 1% increase for African American and Latino youth, and a 4% increase for African American girls.
- The largest reduction in court processing, 26% was for overall informal adjustments. Informal adjustments for Caucasian youth declined 28%, and declined approximately 16% of African American and Hispanic youth.
- African American youth comprise 12% of informal adjustments, 14% of adult court waivers, 16% of consent decrees, 18% of complaints, 21% of adjudications and 23% of formal probations.
- Adjudications decreased 20% for Caucasians and 13% for African Americans, while increasing 5% for Hispanic youth.
- During 2008 the percentage of incidents for Caucasian boys and girls receiving informal adjustment as calculated from the total number of complaints was 32% and 35% respectively, while for African American boys and girls it was 19% and 28%, and for Hispanic boys and girls it was 25% and 33%.

#### d. Select Delinquency Services

It should be noted that many delinquent youth access family foster care, shelter care, and family centered services. Those services were described under "CINA" in the "Service Network" section of this report. Provided below is a variety of information related to court activities and other select delinquency services. It is not unusual for youth to receive more than one service/sanction as part of a single disposition. Included also in this area are data about youth under the jurisdiction of the adult court.

##### 1. Probation/Court Supervision

A common disposition of the court is to place a youth on probation. Youth on probation are placed under the supervision of the court and must typically comply with a variety of court imposed sanctions/services such as curfew, apology letter, substance abuse testing, restitution, life skills classes, drivers license suspension, counseling, supervisory visits by court officials, etc.

## 2. Restitution/Community Service

Many youth under the supervision of the juvenile court are required to make restitution to victims, either through monetary repayment or through the performance of community services. The juvenile court assigns and tracks a specified monetary amount or number of hours for which community services shall be performed. In the 2002 Iowa legislative session, the state funding source for restitution/community services was eliminated. This has reduced the capacity of local courts to implement these services. The overall impact has varied by jurisdiction.

## 3. Community-Based Delinquency Services

In 1994 four new delinquency services were created for youth including community-based day treatment, tracking and monitoring, life skills, and school-based supervision. The funding for the services was described briefly in the Structure and Function section earlier in this report. Provided immediately below are data and an overview of the services themselves.

*Day Treatment Programs* – are primarily non-residential treatment services for youth during most of their waking hours. Day treatment may include an assortment of different services including education or tutoring, vocational training, substance abuse counseling, and group work. The below figure provides information regarding day treatment programming.

Figure 64: Supervised Community Treatment

	SFY 2008	
	Number	%
Caucasian	190	65.3%
African-American	75	25.8%
Hispanic	15	5.2%
Native American	0	0.0%
Asian/Pacific Islander	1	0.3%
Mixed	10	3.4%
Caucasian	190	65.3%
Youth of Color	101	34.7%
Female	52	17.9%
Male	239	82.1%
Total	291	100.0%

Source: Iowa Criminal and Juvenile Justice Planning

Note: Youth of color Includes all youth who are not Caucasian.

Remarks regarding the figure:

- Caucasian representation in day treatment (65.3%) is their lowest of all the community-based services (school-based liaison 77.6%, life skills 75.6%, and tracking and monitoring 73.9%).
- Minority representation in day treatment (34.7%) is their highest of all the community-based services (tracking and monitoring 26.1%, life skills 24.4%, and school-based liaison 22.2%).
- African-American representation in day treatment (25.8%) is their highest of all the community-based services (life skills 16.0%, tracking and monitoring 15.7%, school-based liaison 10.8%).
- Males comprise nearly 82.1% of the population for the report period, while only 17.9% are females.
- Female representation in day treatment (17.9%) is their smallest of all the community-based services (school-based liaison 36%, life skills 33.3%, and tracking and monitoring 27.2%).

*Tracking and Monitoring Services* – are a form of intensive supervision/probation services performed in each of Iowa's judicial districts. "Trackers" work under the supervision of local juvenile court officers and typically have small caseloads (5 or 6 youth). Trackers make multiple contacts with a given individual in a single day, and thereby make it possible for youth to be maintained in the community in situations where they might otherwise have to be placed in an out-of-home setting. The figure below figure provides information regarding tracking and monitoring services.

Figure 65: Tracking & Monitoring

	SFY 2008	
	Number	%
Caucasian	1,679	73.9%
African-American	357	15.7%
Hispanic	150	6.6%
Native American	9	0.4%
Asian/Pacific Islander	26	1.1%
Mixed	51	2.2%
Caucasian	1,679	73.9%
Youth of Color	593	26.1%
Female	618	27.2%
Male	1,654	72.8%
Total	2,272	100.0%

Source: Criminal and Juvenile and Juvenile Justice Planning

Remarks regarding the figure:

- Caucasians represent nearly 73.9% of those youth receiving tracking and monitoring, while youth of color are represented 26.1% of the time.
- Males comprise 72.8% of the population for the report period, while females account for 27.2%.

*Life Skills Services* – are designed to provide interpersonal skills training and other competency development to delinquents in a small group or standardized setting. Life skills services seek to develop positive values as well as teach social skills.

Figure 66 below provides information regarding life skills services.

Figure 66: Life Skills

	SFY 2008	
	Number	%
Caucasian	340	75.6%
African-American	72	16.0%
Hispanic	23	5.1%
Native American	1	0.2%
Asian/Pacific Islander	4	0.9%
Mixed	10	2.2%
Caucasian	340	75.6%
Youth of Color	110	24.4%
Female	150	33.3%
Male	300	66.7%
Total	450	100.0%

Source: Iowa Criminal and Juvenile Justice Planning

Remarks regarding the figure:

- Funding for life skills services is available across the state; however, four out of the eight judicial districts do not use these services with their delinquent youth.
- Females receive 33.3% of the life skills services.
- Minority youth receive 24.4% of life skills services.



*School Based Supervision*— provides on-site services to students at middle and high schools in order to keep them in school and prevent out-of-home placement. School-based workers deal with misbehavior and truancy, perform court intake, provide family assistance, etc. During the 2004-2005 school year, there were 285 schools served by 126 juvenile court school liaisons. Local school districts contribute a minimum of 50% of the costs for this programming.

Figure 67: School Based Liaison Program

School Year	2005-2006		2006-2007		2007-2008	
	N	%	N	%	N	%
Caucasian	3,560	78.6%	3,607	77.2%	3,347	77.5%
African-American	526	11.6%	491	10.5%	444	10.3%
Hispanic	225	5.0%	332	7.1%	329	7.6%
Native American	24	0.5%	41	0.9%	44	1.0%
Asian/Pacific Islander	42	0.9%	32	0.7%	35	0.8%
Mixed	146	3.2%	151	3.2%	118	2.7%
Not Reported	4	0.1%	19	0.4%	0	0.0%
Caucasian	3,560	78.6%	3,607	77.2%	3,347	77.5%
Youth of Color	967	21.4%	1,066	22.8%	970	22.5%
Female	1,661	36.7%	1,624	34.8%	1,582	36.6%
Male	2,866	63.3%	3,049	65.2%	2,735	63.4%
Total	4,527	100.0%	4,673	100.0%	4,317	100.0%

Source: Iowa Criminal and Juvenile Justice Planning

Note: Youth of color includes all youth who are not Caucasian.

Remarks regarding the figure:

- From the 2005 – 2006 school year to the 2007– 2008 school year the overall number of liaison cases dropped by 5%, while during the same period the number of liaison cases for Hispanic youth increased 46%.
- Caucasian representation in liaison services (77.6%) is their highest of all the community-based services (life skills 75.6%, tracking and monitoring 73.9%, and day treatment 65.3%).
- Minority youth are overrepresented in such services (22.2% average across the report years).
- Hispanic representation in liaison services (7.6%) is their highest of all the community-based services (tracking and monitoring 6.6%, day treatment 5.2%, life skills 5.1%).
- Female representation in liaison services (36%) is their highest of all the community-based services (life skills 33.3%, tracking and monitoring 27.2%, and day treatment 17.9%).
- African American representation in liaison services (10.9%) is their lowest of all the community-based services (day treatment 25.8%, life skills 16%, and tracking and monitoring 15.7%).

#### 4. Group Care

Group care provides highly structured 24-hour treatment services and supervision for children who cannot be served at a less restrictive level of care due to the intensity or severity of their emotional/behavioral problems. Youth placed in group care have typically been adjudicated either as delinquent or as CINA. Group care also offers services to families of children in care in order to implement plans for permanent placement. Permanency goals for children in foster care include reunification with family, placement with a relative or guardian, adoption, independence and, very rarely, long-term care.

Group care services include counseling and therapy, social skills development, restorative living skills development, family skills development, and supervision. Associated activities include social work, case management, court involvement, licensing, payment, and recovery. Group care services are purchased from private agencies. There are four levels of group care: community, comprehensive, enhanced, and highly structured.

In 1992, the Iowa General Assembly passed legislation to establish a group care “cap” that placed increased emphasis on placement prevention services and limited the historical growth of group foster care and residential treatment expenditures. In fiscal year 1997, a new type of “cap” was established that put limits on the amount of funding (rather than the number of beds) available per DHS region. DHS and juvenile court officials, working in local collaborations with service providers and others, continue to develop plans for alternative services for youths who in the past would have been placed in group care. The planning process for group care was discussed earlier in the “Structure and Function of Juvenile Justice System” section of this report.

Current demands for group care often result in placement of only the children with the most severe emotional/behavioral problems. In all likelihood, a variety of alternatives have been attempted prior to a youth's being placed in group care.

*Group Care* - Listed in the figures below are counts of youth placed in group care. The data were provided by the Iowa Department of Human Services FACS system. A brief description of the FACS system is provided in the discussion of shelter care services earlier in this report. The statistics include youth who have been served in a one or more group care settings - community, comprehensive, and enhanced. The figures include counts for CINA and delinquent youth.

Figure 68: Community Group Care (CINAs and Delinquents)

	SFY2006		SFY2007		SFY2008	
	Number	%	Number	%	Number	%
Caucasian	476	74.3%	450	71.8%	436	68.4%
African-American	98	15.3%	94	15.0%	109	17.1%
Native American	13	2.0%	21	3.3%	29	4.6%
Asian/Pacific Islander	17	2.7%	13	2.1%	6	0.9%
Hispanic	25	3.9%	36	5.7%	34	5.3%
Unknown	5	0.8%	10	1.6%	14	2.2%
Blank	7	1.1%	3	0.5%	9	1.4%
Female	245	38.2%	222	35.4%	226	35.5%
Male	396	61.8%	405	64.6%	411	64.5%
Total	641	100.0%	627	100.0%	637	100.0%

Source: Iowa Department of Human Services

Figure 69: Comprehensive Group Care (CINAs and Delinquents)

	SFY2006		SFY2007		SFY2008	
	Number	%	Number	%	Number	%
Caucasian	876	79.2%	824	77.7%	756	75.5%
African-American	166	15.0%	169	15.9%	168	16.8%
Native American	14	1.3%	10	0.9%	10	1.0%
Asian/Pacific Islander	11	1.0%	8	0.8%	7	0.7%
Hispanic	28	2.5%	33	3.1%	37	3.7%
Unknown	6	0.5%	9	0.8%	17	1.7%
Blank	5	0.5%	7	0.7%	6	0.6%
Female	370	33.5%	386	36.4%	353	35.3%
Male	736	66.5%	674	63.6%	648	64.7%
Total	1,106	100.0%	1,060	100.0%	1,001	100.0%

Source: Iowa Department of Human Services

Figure 70: Enhanced Group Care (CINAs and Delinquents)

	SFY2006		SFY2007		SFY2008	
	Number	%	Number	%	Number	%
Caucasian	396	75.6%	370	74.7%	387	70.6%
African-American	95	18.1%	95	19.2%	122	22.3%
Native American	4	0.8%	4	0.8%	4	0.7%
Asian/Pacific Islander	7	1.3%	5	1.0%	3	0.5%
Hispanic	19	3.6%	17	3.4%	21	3.8%
Unknown	2	0.4%	2	0.4%	9	1.6%
Blank	1	0.2%	2	0.4%	2	0.4%
Female	98	18.7%	82	16.6%	95	17.3%
Male	426	81.3%	413	83.4%	453	82.7%
Total	524	100.0%	495	100.0%	548	100.0%

Source: Iowa Department of Human Services

Remarks regarding the above figures on group care:

- An average of 1,055 youth per year were served in comprehensive group care, 635 in community, and 522 in enhanced.
- The number of Caucasian youth served in all three types of group care decreased from 2006 to 2008.
  - The number of Caucasian youth served in comprehensive group care declined 14% during the report years.
- Overall, low numbers of minority youth are served in group care (fewer than 250 such youth each year in any of the three different group care levels).
- The numbers of African American youth in comprehensive group care held steady during the report years.
  - The number of African American youth served in enhanced and community group care increased 28% (SFY 2006, n=95; SFY 2008, n=122) and 11% (SFY 2006, n=98; SFY 2008, n=109) respectively during the report years.
  - African American youth are significantly overrepresented in all levels of group care. Their highest overrepresentation is in enhanced care, where they comprise 20% of all youth served during the report years.
- The number of males in enhanced and community group care held steady during the report years.
  - The numbers of males served in comprehensive group care decreased 12% during the report years.
- Females comprise approximately 35% of the community and comprehensive group care populations.
  - However, females comprise only 17% (n=92 yearly average) of the population receiving enhanced level group care.

## 5. Juvenile State Institutions

Iowa has two state institutions for delinquent youth, the Boys State Training School in Eldora and the Iowa Juvenile Home in Toledo. A variety of out-of-home settings have in all likelihood been attempted prior to sending a youth to one of the state institutions.

The Boys State Training School (STS) in Eldora is a locked state institution for delinquent boys. The STS is campus style and youth live in locked cottages on the institution grounds. The facility is considered by many to be an “end of the line” placement for *delinquent boys*. Juvenile offenders who fail at STS who then reoffend would probably face waiver to adult court as their next sanction, although some youth may have multiple admissions to STS.

The Iowa Juvenile Home (IJH) is a coed state institution that provides treatment for Children in Need of Assistance (CINA) and is the state training school for delinquent girls. There are 100 beds at the IJH with 68 designated for delinquent or CINA females and 32 designated for CINA males. The number of delinquent or CINA females depends upon the needs of the referring counties. *Iowa Juvenile Home data presented in this section will be for delinquent girls only.*

CJJP maintains a database of holds for youth in STS and delinquent girls at IJH. The figures presented in this section are based on the state fiscal year (SFY). Figure and analysis are provided below.

The following figures show information regarding boys confined at the State Training School.

Figure 71: State Training School Admissions by Race

	SFY04		SFY05		SFY06		SFY07		SFY08	
Caucasian	268	70%	263	68%	239	66%	213	66%	209	62%
Youth of Color	117	30%	123	32%	121	34%	112	34%	126	38%
<b>Totals:</b>	385		386		360		325		335	

Source: Iowa State Training School for Boys at Eldora

Remarks regarding the figure:

- Admissions decreased 13% during the report years (SFY 04, n=385; SFY 08, n=335).
- Overall numbers of minority youth held in the State Training School are low (n=120 yearly average).
  - While minority youth comprise approximately 10% of Iowa's juvenile population in the state, they account for 34% of the population at the State Training School during the report years.
  - While Caucasian admissions have dropped since SFY04, African-American admissions have remained stable.

Figure 72: State Training School Admissions by Offense Type

	SFY04		SFY05		SFY06		SFY07		SFY08	
Person	121	31%	113	29%	123	34%	119	37%	97	29%
Non-Person	264	69%	273	71%	237	66%	206	63%	238	71%
<b>Totals:</b>	385		386		360		325		335	

Source: Iowa State Training School for Boys

Note -Offense information in the boys state training school is maintained by the most serious offense for which the youth is admitted.

Remarks regarding juveniles that were detained at the STS:

- The percentage of boys held on person offenses has averaged approximately 32% over the report years.

The following figures show information regarding girls confined at the Iowa Juvenile Home.

Figure 73: Iowa Juvenile Home Admits by Race – Delinquents Only

	SFY04		SFY05		SFY06		SFY07		SFY08	
Caucasian	26	62%	25	64%	27	73%	18	46%	19	61%
Youth of Color	16	38%	14	36%	10	27%	21	54%	12	39%
<b>Totals:</b>	42		39		37		39		31	

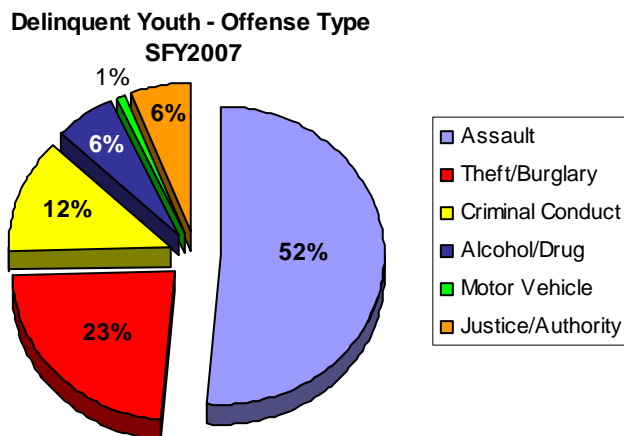
Source: Iowa Juvenile Home at Toledo

Remarks regarding delinquent girls that were at the IJH:

- The overall numbers of delinquent girls admitted to the IJY are small – under 50 for each of the report years.
- The number of delinquent girls admitted to the juvenile home declined during the past 5 report years – from 42 in SFY 04 to 31 in SFY 08.
- While youth of color only comprise approximately 10% of Iowa's juvenile population, they account for nearly 40% of the population at IJH during the report years (average number of minority admits per year 15).

The juvenile home maintains information on all offenses for which youth are admitted. It is common for youth to be admitted on multiple offenses. Consequently, offenses do not equal admissions. Fewer than 50 girls were held each report year.

Figure 74: Iowa Juvenile Home Offense Information



Source: Iowa Juvenile Home

Remarks regarding the figure:

- Nearly 50% of IJH delinquency admissions have assault, and 25% have theft/burglary as one of their committing offenses.

## 6. Services Targeting Older Youth

In January 2002, the Iowa Department of Human Services awarded a contract to a collaboration of ten social service agencies (the Iowa Aftercare Services Network) to provide services and support to youth who "age out" of foster care in Iowa. DHS combined federal funds from the Chafee Foster Care Independence Program and the Mental Health Services Block Grant to assist former foster care youth between the ages of 18 and 21 become self-sufficient. Case management services based on individual self-sufficiency plans have been provided to over 1,000 youth since the services began in April 2002 through June 2008. Goals related to stable housing, education, employment, health care, life skills, parenting, and community supports, among others are addressed in the plans. Cash assistance via "vendor payments" is also available to meet short-term or emergency needs of eligible youth. Involvement of youth with the aftercare services is voluntary.

Below are the most recent initiatives that Iowa has instituted to address the needs of youth that are aging out of the juvenile justice and child welfare systems:

- Iowa After Care Services:** Iowa's Aftercare Program, serves former foster care youth between the ages of 18 and 21, and focuses on education, housing, employment, health care, access to essential documents, basic day-to-day living skills, transportation, access to community resources, and permanency as key components of a youth's self-sufficiency plan. Emphasis is placed on assuring positive personal relationships with adults in the community linking youth to a mentor. Permanency is one of several outcomes the Aftercare contractor is required to report on.
- Preparation for Adult Living [PAL]:** Aftercare participants who left foster care after May 1, 2006 that are at least age 18, and have a high school diploma or GED may be able to qualify for a monthly stipend to live in an approved living arrangement such as former foster parents, in an apartment or a college dorm. PAL participants must be attending college, be in a work training program or be working. Regular meetings with Self Sufficiency Advocates are required.

- **Post-Secondary Education & Training Assistance:** Tuition, books and other related expenses may be covered by the federally funded Education and Training Voucher (ETV) or through the state-funded All Iowa Opportunity Foster Care Grant program – both administered by the Iowa College Student Aid Commission. College Aid is exploring on campus programs that enhance existing student services by connecting students with on campus mentors, tutors, and faculty and staff in addition to peer support.
- **Jim Casey Youth Opportunities Initiative:** Iowa is currently participating in the Jim Casey Youth Opportunities Initiative. Polk County (Des Moines and surrounding suburbs) is the project site and the Youth Policy Institute of Iowa administers the initiative. An *elevate™* subcommittee serves as the youth advisory group for the initiative. DHS and Youth Policy Institute are currently working on a plan for sustainability and statewide expansion through our Community Partnership sites (see next item).
- **Community Partnership Transitioning Youth Initiative / Shared Youth Vision:** In conjunction with a grant from the Department of Labor to pilot “Shared Youth Vision” pilot communities, DHS and the Iowa Collaboration for Youth Development (ICYD) has provided 8 communities with grants to implement collaborative efforts designed to increase partnerships and integrate services and resources to improve outcomes among youth over the age of 14 who are involved in or who have aged out of Iowa’s child welfare / juvenile justice system. Grant initiative highlights include: a youth-centered thinking and planning approach; the recruitment of youth into community leadership roles (coordinated with *elevate™*); life-skills training centered on financial literacy; the involvement of immigration and culturally specific services; and an intense focus on assisting youth to build life-long connections and achieve permanency. Sites receive training and technical assistance for implementing Iowa Youth Dream Team, an individualized approach to support youth in planning for transition.
- **Rural Homeless Youth Demonstration:** DHS has received a 5-year demonstration grant from the Family and Youth Services Bureau (FYSB) of the Administration for Children and Families (ACF) and is partnering with the Iowa Collaboration for Youth Development (ICYD) on the initiative that focuses on a highly vulnerable population of youth – young people ages 16-21, in rural who are approaching independence and young adulthood, but who have few or no connections to supportive, family structures or to their surrounding communities.

The overarching goal of the collaboration is to increase “connections” for youth in three critical areas of development – *Connections to Survival Support Services* (e.g., Case managed connections to stabilize youth in housing and in service fields of: Healthcare, Substance Abuse, and/or Mental Health as needed); *Community Connections* (e.g., Connections to Community Service, Youth and Adult Partnerships, mentoring, Peer Support Groups, and/or PYD activities), and *Connections to Education/Employment*: (e.g., Connections for High School/GED completion, Post Secondary Education, Employment, Training, and/or Jobs).

- **Elevate™:** *elevate™* is a group of young people between the ages of 13 and 21, most of which are either currently in foster care or are foster care alumni. Their goal is to inspire others to new levels of understanding & compassion to the life connection needs of foster care & adoptive teens by sharing their personal stories of hope. The program is the result of collaboration between Children & Families of Iowa, the Iowa Department of Human Services (DHS), and the Iowa Legislature. Originally formed in 2005 with DHS’ adoption incentive monies, *elevate™* was first developed to enhance recruitment of more foster and adoptive homes for teens. As the group grew and more teens became involved, it was apparent that there was a need for an active voice for foster/adoptive children. *elevate™* became this voice, and it has since become a force of change and education in Iowa’s Child Welfare system. Since January 2007 *elevate™* has made great strides in its goals on a local and state level—developing chapters in 8 cities, with plans to add 4 additional chapters within the year.

Youth participate in *elevate™* in a number of ways, including doing poetry, writing rap songs and creating art. Much of the art created by *elevate™* youth is gets statewide attention as part of the traveling exhibit, “Art Spoken.” In addition, *elevate™* youth write their stories for the *elevate™* web site. *elevate™* youth also participate in advocacy and speaking engagements, increasing opportunities to get involved and inspire their local communities. Due in part to the *elevate™* advocacy, two bills were passed this year by Iowa lawmakers. The bills affected youth contact with their siblings and education money for youth that age out of foster care.

One of the most important roles *elevate™* plays is advocating for youth to child welfare decision-makers by telling their stories and sharing their experiences with the system. *elevate™* provides youth representation for Department workgroups, and has developed training curriculums for professionals, foster parents, youth and the general public. *elevate™* members present at all DHS Supervisor staff and new worker trainings, as well as new foster/adoptive parent training. *elevate™* has also produced DVD's focused on the court and legal issues, as well as educational issues for children in foster care.

*elevate™* Website: [http://elevate2inspire.com/index.php?option=com\\_frontpage&Itemid=1](http://elevate2inspire.com/index.php?option=com_frontpage&Itemid=1).

## 7. Juveniles in the Adult System

This section describes juveniles who are waived from the jurisdiction of the juvenile court to the jurisdiction of the adult court. Once under the jurisdiction of the adult court, a juvenile can generally be given any sentence that an adult could receive for the same offense. Among these sentences are both probation and prison sentences. This section will address persons who were juveniles at the commission of their offenses and have been given either prison sentences or were placed on adult probation.

There are a number of ways in which a juvenile may end up under the jurisdiction of the adult court. They may be either formally waived by the juvenile court or are statutorily excluded from the juvenile court jurisdiction.

Effective in SFY96 Iowa Code (232.8(1c)) provides that juvenile offenders aged 16 and 17 are automatically under the adult court jurisdiction for forcible felonies and certain other felonies. See Appendix D to determine the list of forcible and other felonies that are defined by 232.8(1c).

The SPA reviewed information obtained from the Iowa Corrections Offender Network (ICON) database. The review was conducted to learn more about youth placed under the jurisdiction of the adult court. Analysis was conducted regarding new adult probation and prison entries of offenders who were either under age 18 at arrest or on the date the offense was committed. Provided below is information from these systems.

*The figures provided below are from state fiscal years 2006-2008. As the charts below reflect, the SPA was able to provide updated information from ICON (the system that provides data on admissions to Iowa prisons and probation).*

*Youth in Prison* - The following figure shows the number of juveniles in prison at one of Iowa's adult prisons.

Figure 75: Juveniles Admitted to Prison – Person-Property- Drug Offenses

	SFY06	SFY07	SFY08
Person	16	17	11
Property	11	9	10
Drug/Public Order	5	2	4
<b>Totals</b>	<b>32</b>	<b>28</b>	<b>25</b>
% Change from Previous Year		-13%	-11%

Source: Iowa Justice Data Warehouse

Remarks regarding juveniles that are serving time in state prisons:

- There are low numbers of Iowa youth in Iowa's prisons, fewer than 35 during each of the report years.
- Admission numbers decreased in each of the report years.
- Fifty-two percent (n=44) of youth in prison during the report years are there for person offenses, 35% (n=30) for property, and 13% (n=11) for drug/public order.

*Youth in Prison for Certain Serious Offenses* -The following figure compares the number of juveniles sentenced to prison who were waived to adult court from juvenile court with the number of such juveniles in adult court through the automatic waiver provisions as defined in Iowa Code 232.8(1c).

Figure 76: Juvenile Court Waiver Youth versus Statutorily Waived Youth

	SFY06	SFY07	SFY08
Waived by Juvenile Court	17	13	15
Waived by Iowa Code 232.8(1c)	15	16	10
<b>Totals</b>	32	29	25

Source: Iowa Corrections Offender Network

Remarks regarding the manner in which juveniles were waived to the adult court:

- 48% of the youth admitted to prison during the report year were for statutory exclusion in accordance with Iowa Code Section 232.8(1c).

*Youth Prison Admissions by Gender* - The following figure shows the number of juveniles committed to Iowa's prisons by gender:

Figure 77: Juveniles Admitted to Prison by Gender

	SFY06	SFY07	SFY08
Female	0 0%	0 0%	1 4%
Male	33 100%	31 100%	27 96%
<b>Total</b>	33	31	28

Source: Iowa Justice Data Warehouse

Remarks regarding the figure:

- There was one female admitted to prison during the report years.

*Youth Prison Admissions by Race and Ethnicity* - The following figure shows the number of juveniles committed to Iowa's prisons by race and ethnicity:

Figure 78: Juveniles Admitted to Prison by Race

	SFY06	SFY07	SFY08
Caucasian	9 27%	12 39%	13 46%
African American	21 64%	14 45%	10 36%
Hispanic	3 9%	4 13%	5 18%
Native American	0 0%	1 3%	0 0%
Asian	0 0%	0 0%	0 0%
<b>Total</b>	33	31	28

Source: Iowa Justice Data Warehouse

Remarks regarding the figure:

- The percentage of youth of color being committed to Iowa's prisons was 63% (n=63) during the report years. This percentage is significantly higher than the percentage of youth of color in the state.
- African Americans represent 49% (n=45) of all youth admitted to prison for the report years.

*Youth on Probation in the Adult System* - Data regarding the number of juveniles under the adult court that are on probation was only obtained for SFY 03-05 through ICON.

Figure 79: Juveniles Placed on Probation (New Admissions) under the Adult Court Jurisdiction

	SFY06	SFY07	SFY08
Person	35	28	23
Non-Person	64	82	78
<b>Totals:</b>	99	110	101

Source: Iowa Corrections Offender Network



Remarks regarding juveniles that are on probation under the adult court jurisdiction:

- Small numbers of juveniles were placed on probation in adult court during the report years.
- Fifty six percent of juveniles placed on probation in adult court are for non person offenses.

*Youth on Probation in the Adult System by Gender* – Provided below is information regarding youth on probation in the adult system broken down by gender.

Figure 80: Juveniles Placed on Probation (New Admissions) under Adult Court Jurisdiction by Gender

	SFY06		SFY07		SFY08	
Female	10	10%	14	13%	11	11%
Male	89	90%	96	87%	90	89%
Total	99		110		101	

Source: Iowa Justice Data Warehouse

Remarks regarding figure 83:

- Females comprise just over 10% (n=34) of the juveniles placed on probation under the adult court jurisdiction during the report years.

*Youth on Probation in the Adult System by Race/Ethnicity* - The following figure shows the number of juveniles placed on probation under the jurisdiction of the adult court by race and ethnicity:

Figure 81: Juveniles Placed on Probation (New Admissions) under Adult Court Jurisdiction by Race

	SFY06		SFY07		SFY08	
Caucasian	77	78%	85	77%	78	77%
Youth of Color	22	22%	25	23%	23	23%
Total	99		110		101	

Source: Iowa Justice Data Warehouse

Remarks regarding the figure:

- Minority youth are significantly overrepresented in each of the report years. The extent of minority overrepresentation for youth on probation (23%), is considerably lower than the overrepresentation reflected in prison admissions (49%).

## B. LIST OF STATE'S PRIORITY JUVENILE JUSTICE NEEDS/PROBLEM STATEMENTS

The opening section of this report, "State Process Relative to the Development of Iowa's Three-Year Plan" overviewed the SAG's process for creation of the plan. Essentially, SAG members voted for program issues through a prioritization process. The issues for the program plan are listed in order of priority below.

1. **Minority Overrepresentation** - Despite extensive effort, youth of color continue to be over-represented in Iowa's secure facilities. Data reflects as well high numbers of arrests for minority youth for public order offenses. Additionally, local and state officials have specific needs related to technical assistance, training, best practices information and support for local planning to impact the issue, and specific approaches to divert youth from secure settings. There is a need as well for system data to better track the extent and overall progress of DMC.
2. **Youth Development and District and Community Planning** - As analysis reflects, there are multiple state agencies and departments in Iowa that administer programs for youth – each of these initiatives requires localized community planning and collaboration. Although youth development approaches are being advanced by a number of these state departments, efforts tend to be fragmented and confined to relatively small programs. In October 2008 the SPA began a process of regional allocation of JJDP Act related funding to further the courts ability to advance their knowledge and ability to incorporate youth development into their local process. There is a need to further develop understanding of youth development and best practices at the state, regional, and local level.

3. **Mental Health** - Research conducted by the SAG and its Mental Health Committee have identified mental health to be a major issue for youth in the juvenile justice system. Juvenile detention facilities and juvenile shelter care facilities are two of the primary care services for youth in Iowa's juvenile justice system. Youth served in those settings experience a great deal of emotional stress, and are prone to mental health related problems. There is lacking a format to share information with staff and provided specified mental health services to youth in those settings.
4. **Gender Specific Services** - Despite the significant efforts of the SAG, SPA, and Iowa's Gender Specific Services Task force there is still much work to be done regarding the issues of gender in the juvenile justice system. State officials and communities have a need to understand the issues relative to planning for girls. State and local officials still have a need to learn more of innovative gender-specific approaches, and to engage and re-engage key officials who can impact on these issues.
5. **Compliance Monitoring and Research** - Iowa continues to maintain an excellent system to monitor compliance with the JJDP Act. However, the reduction of JJDP Act funding and the related administrative funding, and the increased monitoring responsibilities for police lock-ups has made support for various compliance monitoring activities a challenge. Without the use of JJDP Act related funds Iowa would not be able to maintain its compliance and research functions at their existing levels.

### **3. PLANS FIRST THREE CORE REQUIREMENTS**

#### **A. Plan for Deinstitutionalization of Status Offenders**

Iowa is in full compliance with section 223 (a) (12) (A) of the JJDP Act. The SPA's Compliance Monitor for the State of Iowa collects data on all juveniles held in facilities in the state that have the potential to confine juveniles in a secure manner, including juvenile correctional facilities, juvenile detention facilities, city lock-ups, county jails, secure juvenile mental health institutions, secure juvenile residential treatment facilities, and non-secure law enforcement agencies. These data are gathered for each state fiscal year and compiled in a number of databases maintained by the Compliance Monitor. These data are then examined for any instances of non-compliance, and these instances are further investigated to determine whether the incident was a non-compliant hold, or whether there was an error in the way the data were reported. Through on-site visits the Compliance Monitor verifies the data that are provided by these various agencies. Through the SAG's allocation process of formula grant funds, many communities support programs that have the potential to affect the deinstitutionalization of status offenders. Iowa Code Section 232.22 defines when a juvenile can be securely detained in Iowa. This code section defines the requirements for a juvenile to be securely detained, which include an allegation or adjudication for a delinquent act. There is one status offense defined by Iowa Code as a delinquent act – under age possession of alcohol; however, the Iowa Code then goes on to prohibit the secure detention of a youth accused or adjudicated for this offense, or for a violation of probation for under age possession of alcohol.

#### **B. Plan for Separation of Juveniles from Adult Offenders**

Iowa has been found to be in compliance with Section (a) (13) of the JJDP Act. The State of Iowa has historically had low numbers of non-compliant holds. These non-compliant holds have historically been isolated instances, and have not indicated a pattern or practice. These non-compliant holds are in violation of Iowa Code Section 356.3. Iowa does not certify youth as adults to circumvent the separation mandate. Strict guidelines for waiver of youth to adult criminal court and separation requirements for youth held in jails/lockups exist in Iowa Code Sections 232.22, 232.45, 232.45A and 356.3.

#### **C. Plan for Removal of Juveniles from Adult Jails and Lockups**

Iowa is in full compliance with Section 223 (a) (14) of the JJDP Act. The plans to reduce jail removal violations and maintain compliance with the jail removal mandate of the JJDP Act have involved intensified monitoring and development of alternatives. The plan continues to be effective. In December of 1992, CJJP staff began training presentations at Iowa's Law Enforcement Academy regarding the JJDP Act mandates, relevant state statutes, and jail alternatives. These trainings have grown to include presentations at the Sheriffs and Deputies Association

Training, the Jail Administrator's Training and specialized trainings at county jails. The CJJP staff will continue to make such presentations as requested by these professional organizations or by facilities. CJJP also continues to work with the State Jail Inspector to identify and reduce violations. Finally, CJJP continues to work with the state legislature and juvenile justice policy makers on any proposed changes in policies and procedures relating to Iowa's participation in the JJDP Act.

## **D. Plan for Compliance Monitoring**

An audit of Iowa's Compliance Monitoring system was completed in June 2008. Iowa will use the suggestions and findings outlined in the report that will be generated from this audit as a vehicle to further improve the compliance monitoring efforts in the state. Below are listed details of Iowa's monitoring plan. Discussion is provided in each of the subheadings to explain Iowa's monitoring process.

### **1. Policy and Procedures**

Iowa's Compliance Monitoring Manual can be accessed at:

<http://www.state.ia.us/dhr/cjip/images/pdf/ComplianceMonitoringManual-MASTER.pdf>

The policy and procedure element of an adequate compliance monitoring system can be found in section A of Iowa's Compliance Monitoring Manual; starting on page 4.

### **2. Monitoring Authority**

The monitoring authority element of an adequate compliance monitoring system can be found in section B of Iowa's Compliance Monitoring Manual; starting on page 16.

### **3. Monitoring Timeline**

The monitoring timeline element of an adequate compliance monitoring system can be found in section C of Iowa's Compliance Monitoring Manual; starting on page 47.

### **4. Violation Procedures**

The violation procedures element of an adequate compliance monitoring system can be found in section A of Iowa's Compliance Monitoring Manual; starting on page 10.

### **5. Barriers and Strategies**

The barriers and strategies element of an adequate compliance monitoring system can be found in section A of Iowa's Compliance Monitoring Manual; starting on page 11.

### **6. Definition of Terms**

The definitions element of an adequate compliance monitoring system can be found in section E of Iowa's Compliance Monitoring Manual; starting on page 61.

### **7. Identification of the Monitoring Universe**

The violation procedures element of an adequate compliance monitoring system can be found in section J of Iowa's Compliance Monitoring Manual; starting on page 121.

### **8. Classifications of Facilities**

The violation procedures element of an adequate compliance monitoring system can be found in section J of Iowa's Compliance Monitoring Manual; starting on page 121.

## 9. Inspection of Facilities

The violation procedures element of an adequate compliance monitoring system can be found in section A of Iowa's Compliance Monitoring Manual; starting on page 7.

## 10. Data Collection and Verification

The violation procedures element of an adequate compliance monitoring system can be found in section A of Iowa's Compliance Monitoring Manual; starting on page 7.

# 4. PLAN DMC CORE REQUIREMENT

The below information serves as the DMC section of Iowa's application for federal Juvenile Justice and Delinquency Prevention Act formula grant funding (JJDP Act). A subgroup of the SAG that assisted in the development of the DMC Section of the Iowa Plan is the Disproportionate Minority Contact Committee – **DMC Committee** (the DMC Committee is discussed in some detail later in this DMC plan).

Section 223(a)(22) of the JJDP Act of 2002 requires that states and territories address "specific delinquency prevention and system improvement efforts designed to reduce, without establishing or requiring numerical standards or quotas, the disproportionate number of juvenile numbers of minority groups who come into contact with the juvenile justice system."

The purpose of this core requirement is to ensure equal and fair treatment for every youth, regardless of race or ethnicity, involved in the juvenile justice system. A state is considered to be in compliance with this core requirement when it meets the following requirements by addressing DMC on an ongoing basis through **identification, assessment, intervention, evaluation and monitoring**. DMC Identification Spreadsheets have been completed and are submitted as part of this DMC Compliance Plan of the 3-year plan. Having determined that DMC exists, this 3-year plan addresses the five phases of the DMC Reduction Cycle as described in the Disproportionate Minority Contact Technical Assistance Manual, 3rd Edition (see [http://www.ncjrs.gov/html/ojjdp/dmc\\_ta\\_manual/index.html](http://www.ncjrs.gov/html/ojjdp/dmc_ta_manual/index.html)). **The DMC Section of this report is organized according to the five phases of the DMC reduction cycle.**

## Phase I: Identification

The identification phase is to determine whether and to what extent disproportionality exists. The RRI matrices provide this information at decision points in the juvenile justice system. Comparisons by race within targeted jurisdictions are made by collecting and examining data at decision points in the juvenile justice system to determine the degree to which disproportionality exists.

**(1) Updated DMC Identification Spreadsheets (Attachment 2).** The most recently available statewide data and three targeted jurisdictions with focused DMC-reduction efforts were entered into the Web-based DMC Data Entry System at [www.ojjdp.dmcdata.org/](http://www.ojjdp.dmcdata.org/). The Relative Rate spreadsheets are included as an attachment.

Information regarding local matrices is available later in this report. The matrices examine major court decision points and compare "relative rates" for minority youth based on comparison with incidence for White youth through calculation of a relative rate index (RRI), which is discussed below.

Matrices data has also been updated on OJJDP's web-based matrices system, and are available for review through that system. OJJDP's matrices template was utilized at the state level for the preparation of this application.

*Relative Rate Index* - The matrix uses RRI to compare processing rates of minority youth to White youth. The formula and an example from the 2008 relative rate index are presented below:

Rate of Occurrence	divided	Rate of Occurrence	Relative Rate
<b>(Afr. Amer. Youth)</b>	<b>by</b>	<b>(White Youth) =</b>	<b>Index</b>
285.64/1000 referrals	divided by	54.20/1000 arrest =	5.27 RRI

In the example above, a relative rate index of 5.27 is obtained for arrests of African American youth. The data were taken from the referrals for African American youth reflected in the 2008 state level matrix (the state level matrix is included as an attachment). The RRI from the statewide data indicate that the African American arrests are 5.27 times that for arrests of White youth. The arrest rate for African American youth is considerably higher than that of White youth.

As is reflected above, the RRI compares the number (or rate) of minority youth entering each stage of the juvenile justice system to the number and rate of minorities of the previous state. **Until the most recent release of the relative rate matrix, population was used as the denominator for arrest as well as referral decision points. The most recent release corrects the calculation by using the number at arrest as the denominator for the calculation of the relative rate at referral.**

*Individual Pages of the Matrices* – The following pages are included in a single matrix (see below).

- **Date Entry Page** - The first page in each of the matrices at the end of this section provides data (annualized data counts) for some of the major juvenile court decision making phases as well as data for some secure settings (juvenile detention & boys state training school), census data, and arrest data from the Iowa Uniform Crime Reports.
- **Race Specific Pages** - Additional pages of the matrix calculate the RRI by race/ethnicity (one page for each race/ethnicity White, African American, Hispanic/Latino, Asian, Hawaiian or Pacific Islander, Native American, Other/Mixed).
- **All Minority Population Page** - Another page of the matrix calculates the relative rate index for a combined population of “all minority” youth.
- **Summary Page** - A summary page lists RRI’s for all the different races at all of the different decision points.
- **Population Based Rates** - The final matrix page shows the cumulative effect of multiple decisions as the population based relative rate index.

*Different Rates at Different Stages* – The matrices calculate rates per thousand at some of the initial decision making stages (“arrest” and “referral to juvenile court”) because the numbers are sufficiently large at those points in the process. Rates per 100 are calculated for some of the deeper end system processing points such as “finding of delinquency” because relatively few youth advance to those points in the system.

*Statistical Significance* - The matrices also include a column related to statistical significance of the RRI - “YES” in the column indicates that the difference in rates between the groups is large enough to be statistically significant (at the .05 level); “NO” indicates that there is no statistical significance between the groups. Due to the problem of small numbers, there are cases where a “NO” may appear in the significance column simply because the number of minority youth is insufficient to calculate statistical significance. Analyses performed in the matrices later in this plan generally address those data elements found to be of statistical significance.

*Identification Tool* - It should be noted that OJJDP officials view the matrix as an identification tool. It identifies differential processing rates. **It does not explain the reasons for differential rates (e.g. differential offending versus system bias).** Further, for the purposes of identifying interventions, it is important to not only examine statistical significance and magnitude, but also the volume of activity, comparison with other jurisdictions, and important contextual considerations that must be taken into account. The tool is one that the JJAC, the DMC Committee, and the Governor’s YRDTF utilize to help identify potential areas of focus for DMC related efforts.

*Iowa’s Completion of the Matrices* - Provided below is a brief discussion related to information Iowa utilized to complete its matrices, as well as potential issues related to the use of that information.

*Justice Data Warehouse* - Information to complete the matrices was taken, in large part, from Iowa's Justice Data Warehouse (**JDW**). The JDW is a central repository of key criminal and juvenile justice information. Information for the warehouse is taken from the Iowa Court Information System (ICIS). ICIS is operated on 26 local data bases and is comprised of subsystems: juvenile court services, consolidated case processing, financial reporting, jury selection, appellate records management, scheduling, tickler system administration, etc. The overall mission of the JDW is to provide the judicial, legislative, and executive branches of state government and other entities with improved statistical and decision support information pertaining to justice system activities.

For purposes of administration relating to Iowa's court system, Iowa's 99 counties are organized into eight judicial districts. Presently all eight judicial districts are entering and utilizing information from ICIS. Information from each of these districts is available for analysis from the JDW.

*Labeling of Matrices* – *This plan is Iowa's 2009 grant plan. The most recently updated matrices are referred to the "2008" matrices. The time period reflected in the 2008 matrices is for the most recent full calendar year available, 1/1/08 through 12/31/08; the 2007 matrices are for the calendar year of 1/1/07 through 12/31/07, etc.* Statewide matrices for each year can be accessed by clicking accordingly on the respective year (2008) (2007) (2006) (2005). The statewide matrices are also available on the DMC Resource Center website at: [http://www.uiowa.edu/~nrcfcp/dmcrf/facts\\_and\\_figures.shtml](http://www.uiowa.edu/~nrcfcp/dmcrf/facts_and_figures.shtml) and OJJDP's Web-based DMC Data Entry System at [www.ojjdp.dmcdata.org/](http://www.ojjdp.dmcdata.org/).

*Other Data Source in Matrices* - *State training school holds exclude those youth sent for 30 day evaluations – only boys state training school holds were included. Data for the decision points of "arrest" and "juvenile detention" were not taken from JDW - further discussion of the data from those decision points is included below.*

Over the past seven years CJJP has worked with a juvenile court services committee (ICIS User Group) and Iowa's Chief Juvenile Court Officers to create agreed upon procedures for data entry and analysis. Juvenile court officials have also provided feedback on design for a variety of standardized reports. Those reports have enhanced Iowa's ability to provide juvenile court processing and monitoring information that is being used for completion of OJJDP's DMC Matrices.

*Data Reconciliation* - Each month CJJP works with ICIS User Group staff to validate JDW data against county reports. The data used to complete the matrices have been through that validation process. Despite the validation efforts, there are still data entry inconsistencies in certain jurisdictions for certain decision points. Training efforts have continued to improve the quality of the data and have targeted that specific issue. CJJP will continue discussions with local officials to determine if any additional training or technical assistance is needed.

*Adult Court Waiver* – The adult court waiver data reflected on the DMC matrices includes those incidents where the juvenile court has waived youth from the juvenile court to the jurisdiction of the adult criminal court. The adult court waiver data in the matrices do not include information on those 16- and 17-year-old youth who end up under adult court jurisdiction due to statutory exclusion from juvenile court jurisdiction for the commission of certain serious offenses (forcible felony offenses; certain drug, weapon or gang-related offenses) – such statutory exclusion is detailed in Iowa Code Section 232.8(3).

*Arrest Data* - Data for completion of this decision point in the matrices were taken from the Iowa Uniform Crime Report (UCR). The UCR is generated by the Department of Public Safety (DPS) from law enforcement agencies throughout Iowa that supply information to DPS regarding the numbers and types of arrests that they make every year.

*DPS officials note that not all Iowa law enforcement agencies report arrest information and that some reporting agencies under-report juvenile arrest statistics. It is important to note that the arrest rates reported by DPS are adjusted rates and are based on age-specific populations in those law enforcement jurisdictions reporting data to DPS. If a law enforcement agency underreported data, but reported at least some data, both the arrest and population numbers from that jurisdiction were included in the calculation of the statewide rates reported by DPS. Assuming that the population numbers for given jurisdictions are accurate, and the number of arrests are less than what actually occurred, the actual statewide arrest rate would be greater than reported. Given current and past underreporting of juvenile arrests by some jurisdictions, CJJP believes that the arrest rates discussed below are lower than would be seen if all juvenile arrests were reported.*

*Other Data Sources* – As was mentioned briefly above, additional information for completion of the matrices was taken from a juvenile detention facility database that is maintained by CJJP for compliance monitoring for the JJDP Act. Additional information was provided from census sources maintained by OJJDP and its contractors. The data sources are noted at the bottom first page of each matrix.

*Incident-Based data* – In large part the data reflected in the report are “incident-based,” not “youth-based.” For example, the statewide matrices reflect 27,102 “incidents” of referral during the report period. That does not reflect that there were 27,102 youth referred; it means there were that many referral incidents to Juvenile Court Services. It is possible that an individual youth could have experienced multiple referral incidents during a report year. Therefore, the number of youth who have been referred is lower than the number of referral incidents – the data in the matrices reflect the number of incidents. Similarly, a single referral incident for a given youth could include multiple offenses. The matrices reflect the number of referral incidents, not the number of offenses.

*Population Reflected on Matrix – Report Period* - The population group represented in the matrices is youth ages 10-17 (except for STS – only youth from 12-17 are admitted to that institution). The time period reflected for most of the decision points in the most current matrix is calendar 2008 (1/1/08 thru 12/31/08). *Arrest data are from the Iowa 2007 Uniform Crime Report.* Explanations at the bottom of the individual data entry sheets reflect the data source.

*Geographic Area Targeted with the Matrices* - Much of Iowa’s DMC effort focuses on providing technical assistance to three sites with high minority populations. The technical assistance sites (TA sites) include Black Hawk, Polk, and Woodbury counties. There are plans to add a fourth site (Johnson County). The technical assistance is provided by the University of Iowa School of Social Work, National Resource Center for Family Centered Practice; the University serves as the state’s DMC Resource Center (Resource Center). The Resource Center’s efforts are discussed later in this plan. DMC Matrices have been completed for each of Resource Center’s TA sites.

## **(2) DMC Data Discussion**

### **Discussion of State Relative Rate Indexes**

Iowa’s DMC Approach is focused at both the state and local level. This section of the report includes discussion of the state-level information followed by discussion of the three sites.

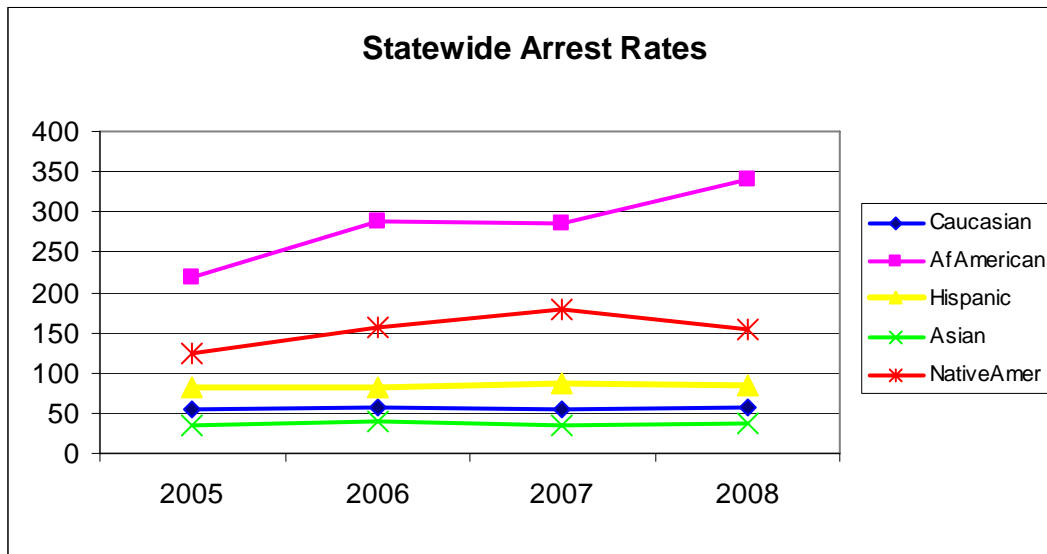
- Provided below is discussion of Iowa’s statewide matrices. Information regarding local matrices is available in this report following discussion of the statewide data. *Later in this plan information is provided which was generated in conjunction with Governor Culver’s Youth Race and Detention Task Force (YRDTF). In its August 2007 meeting the YRDTF voted to focus its efforts at the decision making phases of **referral, diversion, and detention**. In its February 2009 the YRDTF included in its findings specific information regarding increases in **arrests** for African American youth. Based on that information this section of the report includes state and local-level information specific to the noted decision points.*

The below tables were created to reflect Iowa’s focus on arrest, referral, diversion, and detention.

#### State Level Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests. Statewide matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) can be accessed by clicking accordingly on the respective year ([2008](#)) ([2007](#)) ([2006](#)) ([2005](#)).

Figure 82



Source: Department of Public Safety-UCR

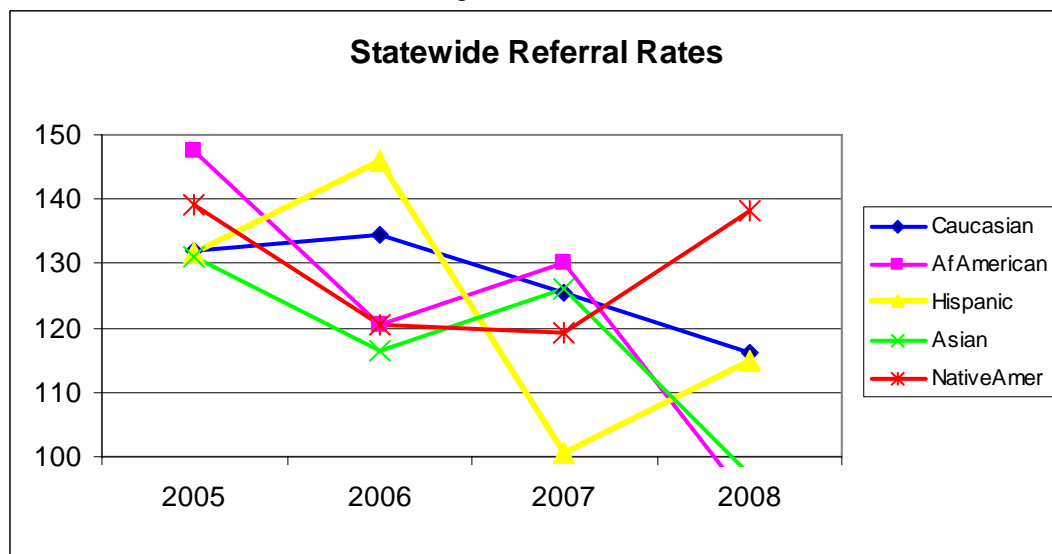
Remarks regarding figure:

- Average arrest rates for African American (283.8), Native American (154.34), and Hispanic (84.6) youth are higher than the rates of Caucasian (55.4) youth for the 2005 – 2008 period.
  - The average rate of arrest for African American youth is five times higher than that of Caucasian youth during the report years.
  - The rate of arrest for African American youth increased from 219.5 to 340.8 during the report years.
  - The average rate of arrest for Native American youth is 2.8 times higher than that of Caucasian youth.
  - The rate of arrest for Asian youth (average 35.8) is lower than that of Caucasian youth for all of the report years.

#### State Level Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.

Figure 83



Source: Iowa Justice Data Warehouse

Remarks regarding figure:

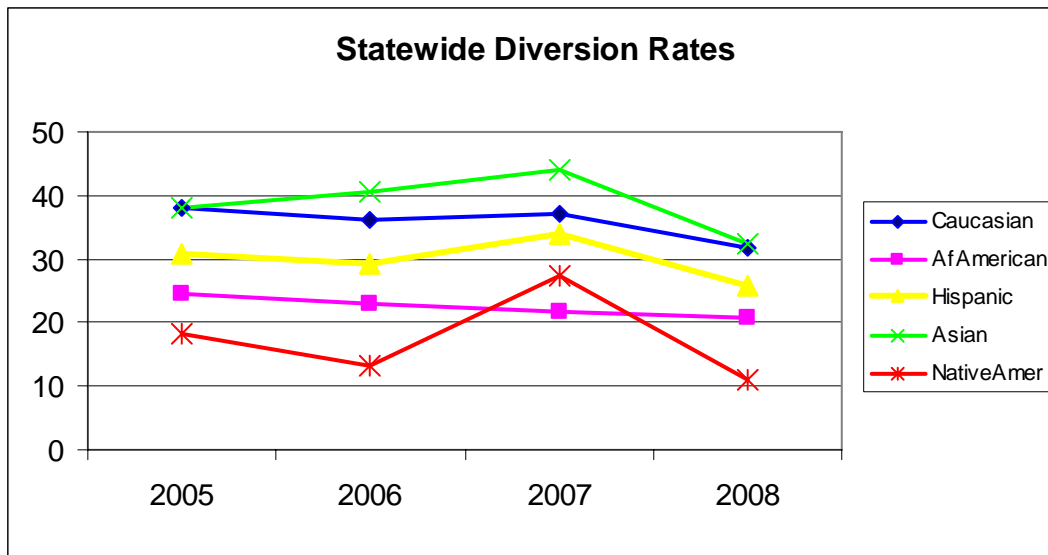
- Referral rates in 2008 were lower than those in 2005 for all racial/ethnic groups except Native Americans.
  - The average referral rate for Native American youth is highest (129.2), while the average rate for Asian youth is lowest (117.7).



#### State Level Matrix Data - Diversion

Below is a figure that details the rate per thousand of juvenile court delinquency diversions. In Iowa such diversions are called informal adjustments.

Figure 84



Source: Iowa Justice Data Warehouse

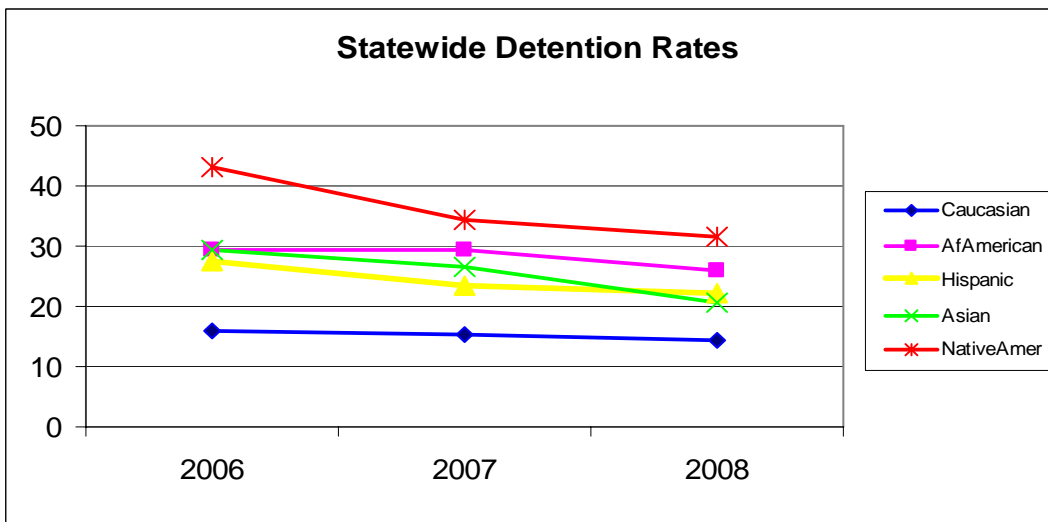
Remarks regarding figure:

- The average diversion rates for the racial/ethnic groups are as listed:
  - Asian 38.8, Caucasian 35.7, Hispanic 30, African American 22.5, and Native American 17.5.
  - The average diversion rates for Native American and African American are approximately half the average rates for Asian and Caucasian youth.

#### State Level Matrix Data – Juvenile Detention

The figure below details the rate per thousand of detention facility holds.

Figure 85



Source: Iowa Detention Data Base

Remarks regarding figure:

- Detention rates in 2008 were lower than those in 2005 for all racial/ethnic groups.
- The average detention rate for all minority groups is lower than that of Caucasians and are as follows:

- Native American 33.5, African American 26.5, Hispanic 23.4, Asian 24, and Caucasian 14.3.
- The average rate of detention for Native American youth is approximately 2.3 times higher than that of Caucasian youth.
- The average rate of detention for African American youth is approximately 2 times higher than that of Caucasian youth during the report years.
- The detention rate for all racial/ethnic groups declined or remained level during the report years.

## Discussion of County Relative Rate Indexes

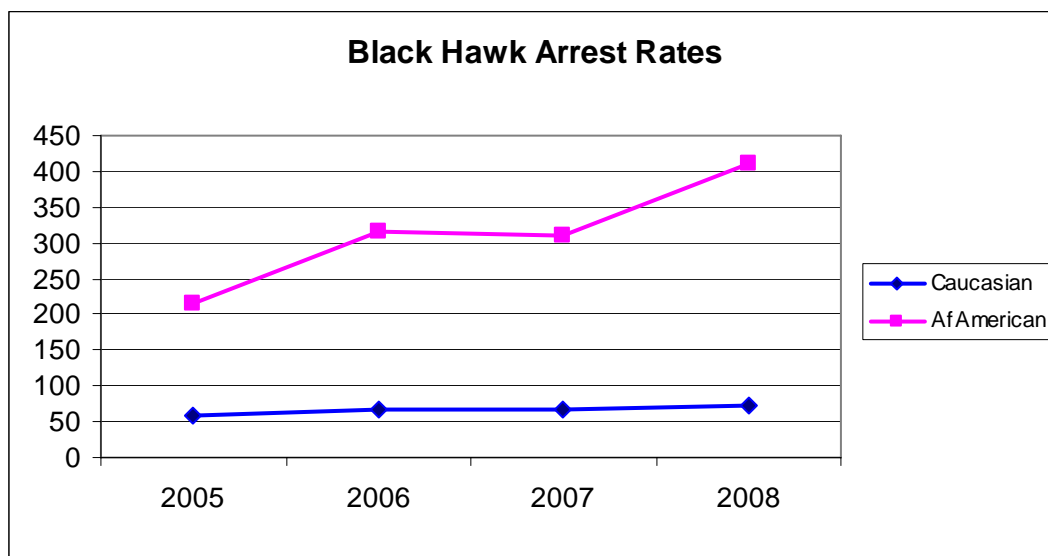
### Discussion of Black Hawk County Relative Rate Index

Analysis regarding Black Hawk County's matrices is provided below. Black Hawk County matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) can be accessed by clicking accordingly on the respective year ([2008](#)) ([2007](#)) ([2006](#)) ([2005](#)).

#### Black Hawk County Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests.

Figure 86



Source: Department of Public Safety-UCR

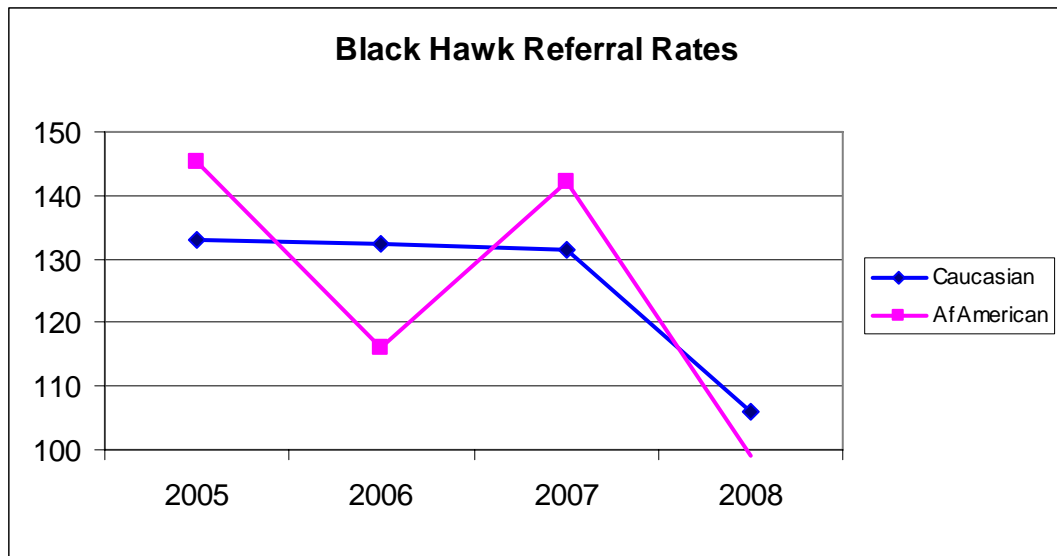
Remarks regarding figure:

- The arrest rate for African American youth (average 312.6), is considerably higher than the rate for Caucasian youth (average 66) for the 2005 – 2008 period.
  - The average rate of arrest for African American youth is 4.7 times higher than that of Caucasian youth during the report years.
  - The arrest rate for African American youth went from 216 (2005) to 409.5 (2008).

#### Black Hawk County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.

Figure 87



Source: Iowa Justice Data Warehouse

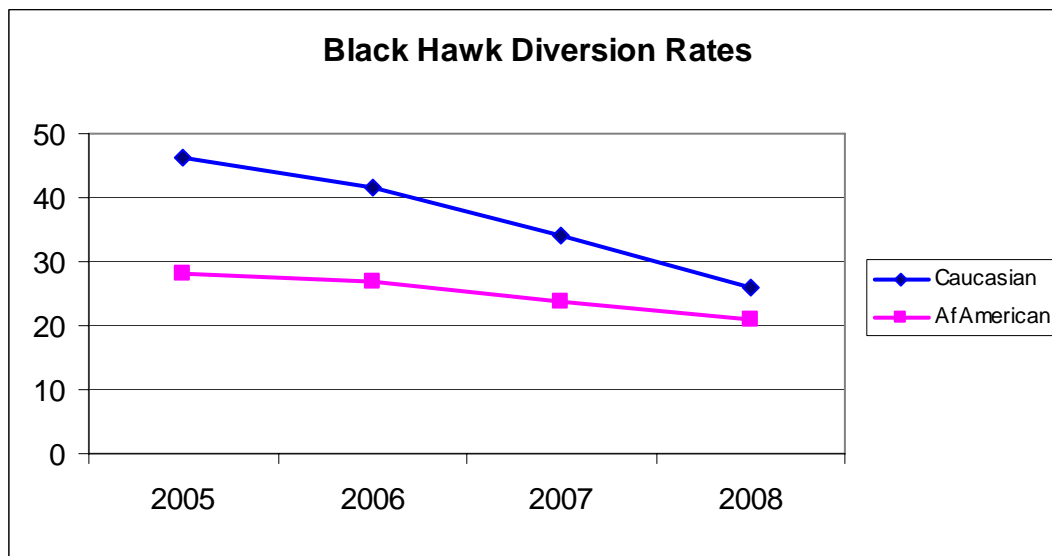
Remarks regarding figure:

- Average referral rates for African American (125.6) youth are similar to the rates of Caucasian (125.7) youth for the 2005 – 2008 period.
- Referral rates for Caucasian and African American youth decreased from 2007 to 2008.

Black Hawk County Matrix Data - Diversion

The figure below details the rate per thousand of Black Hawk County juvenile court delinquency diversion.

Figure 88



Source: Iowa Justice Data Warehouse

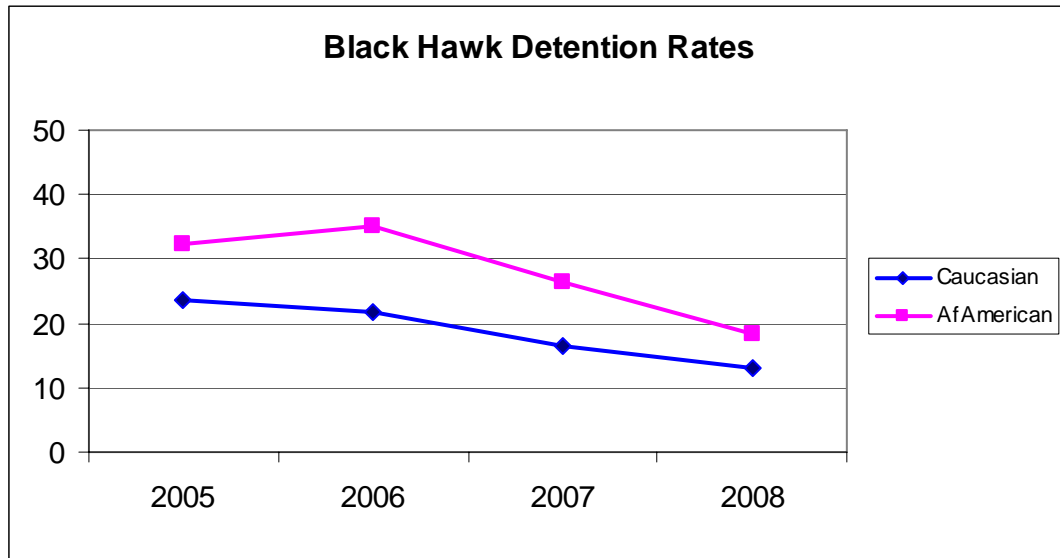
Remarks regarding figure:

- The average diversion rate for African Americans youth was 25, and for Caucasian youth was 37 for the 2006 – 2008 report period.
- Diversion rates for African American youth and Caucasian youth decreased during the report years.

#### Black Hawk County Matrix Data – Juvenile Detention

The figure below details the rate per thousand of Black Hawk County detention facility holds.

Figure 89



Source: Iowa Detention Data Base

Remarks regarding figure:

- The average detention rate for African Americans youth was 28, and was 18.7 for Caucasians during the 2005 - 2008 report period.
- The detention rate for African American and Caucasian youth was lower in 2008 than in 2005.

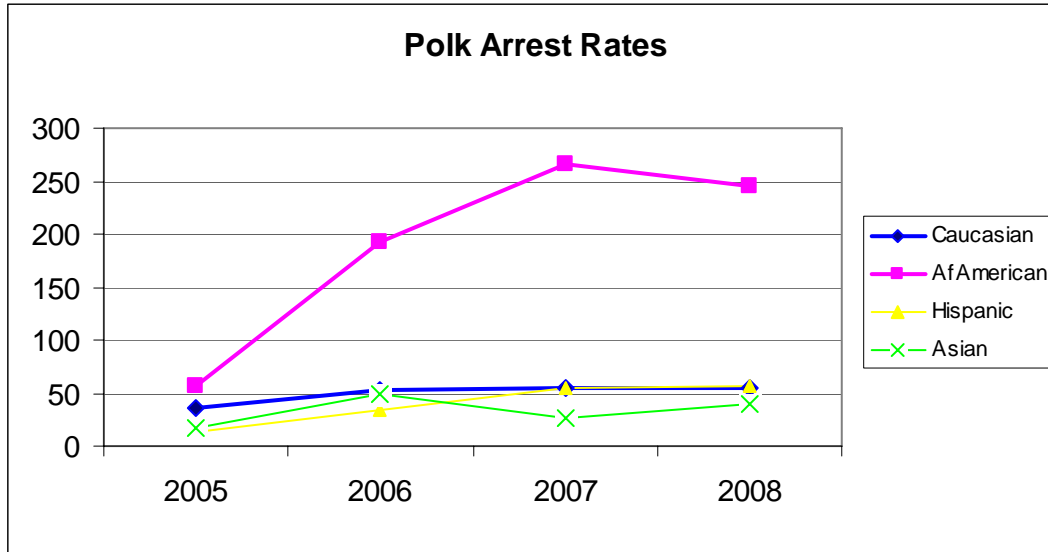
#### **Discussion of Polk County Relative Rate Index**

Analysis regarding Polk County's matrices is provided below. Polk County matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) can be accessed by clicking accordingly on the respective year ([2008](#)) ([2007](#)) ([2006](#)) ([2005](#)).

#### Polk County Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests.

Figure 90



Source: Department of Public Safety-UCR

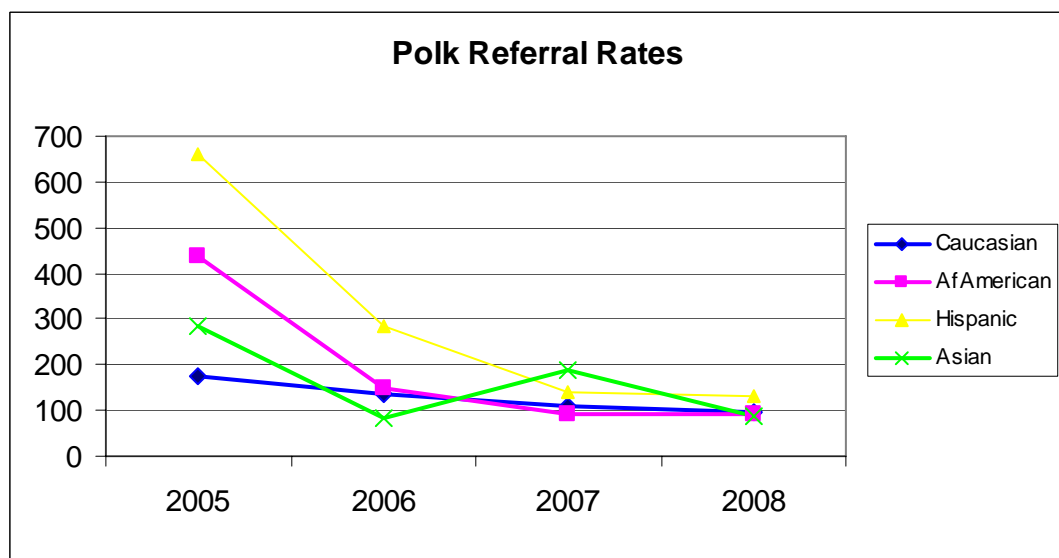
Remarks regarding figure:

- The average arrest rate for African American youth (189.9) is considerably higher than the rate for Caucasian (49.2), Hispanic (39.8) and Asian (33.5) youth for the 2005 – 2008 period.
  - The average rate of arrest for African American youth is 3.9 times higher than that of Caucasian youth during the report years.
- The rate of arrest was stable for Caucasian, Hispanic and Asian youth during the report years.
- The rate of arrest for African American youth increased from 57.1 (2005) to 266.1 (2007).

#### Polk County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.

Figure 91



Source: Iowa Justice Data Warehouse

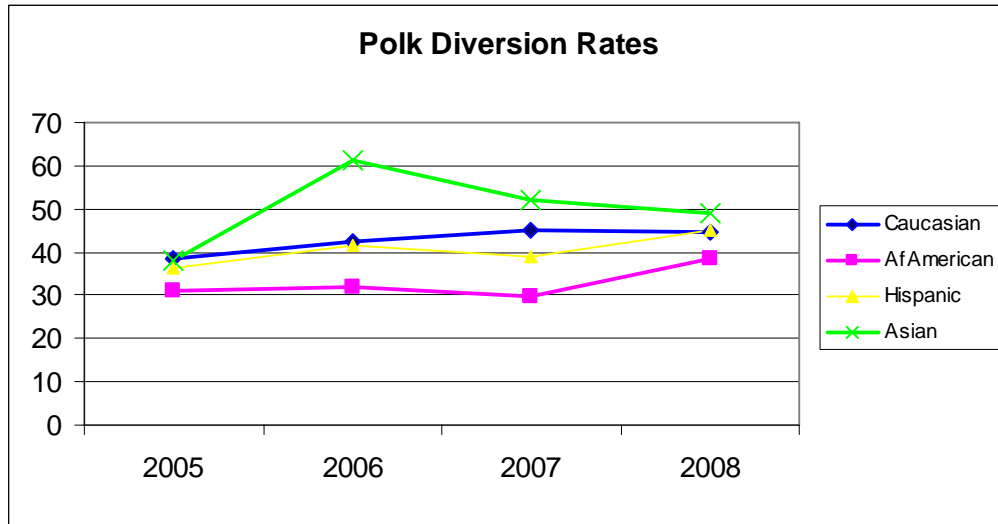
Remarks regarding figure:

- The average referral rate for the various racial/ethnic groups is as follows: Hispanics (304.5) African Americans (192.6), Asians (160.2), Caucasians (129.8).
  - The average rate of referral for Hispanic youth is 2.3 times higher than that of Caucasian youth during the report years.
- The referral rate for all racial groups, except Asians, dropped during each of the report years.

#### Polk County Matrix Data - Diversion

The figure below illustrates the rate per thousand of Polk County juvenile court delinquency diversions.

Figure 92



Source: Iowa Justice Data Warehouse

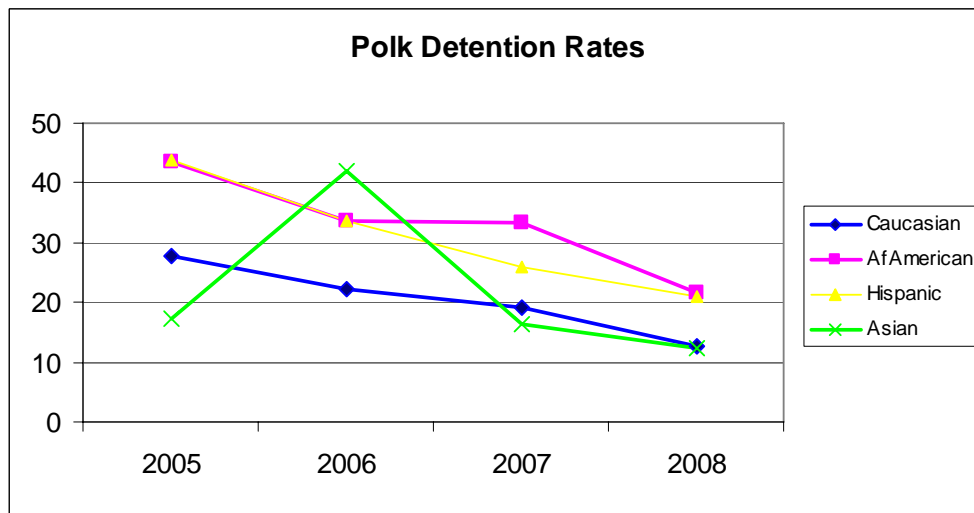
Remarks regarding figure:

- The average diversion rate for the various racial/ethnic groups is as follows: Asians (50.2), Caucasians (42.8), Hispanics (40.5) and African Americans (average 32.89).
- Diversion rates for African American youth went from 29.8 in 2007 to 38.6 in 2008.

#### Polk County Matrix Data – Juvenile Detention

The figure below illustrates the rate per thousand of Polk County detention facility holds.

Figure 93



Remarks regarding figure:

- The average detention rate for the various racial/ethnic groups is as follows: African Americans (33), Hispanics (31.1), Asians (22) and Caucasians (20.4).
- The detention rate for all racial/ethnic groups declined during the report years.

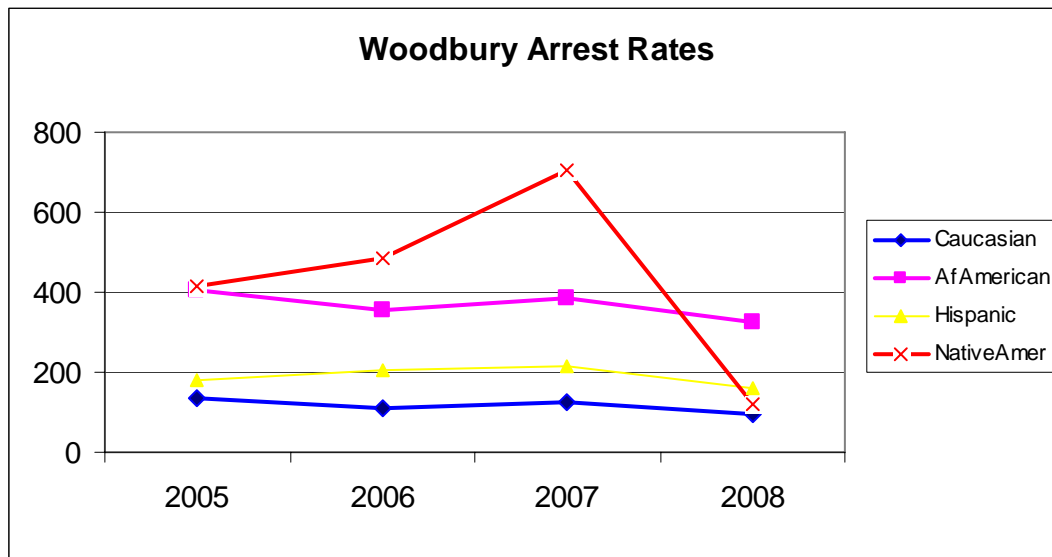
#### Discussion of Woodbury County Relative Rate Index

Analysis regarding Woodbury County's matrices is provided below. Woodbury County matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) can be accessed by clicking accordingly on the respective year ([2008](#)) ([2007](#)) ([2006](#)) ([2005](#)).

#### Woodbury County Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests.

Figure 94



Source: Department of Public Safety-UCR

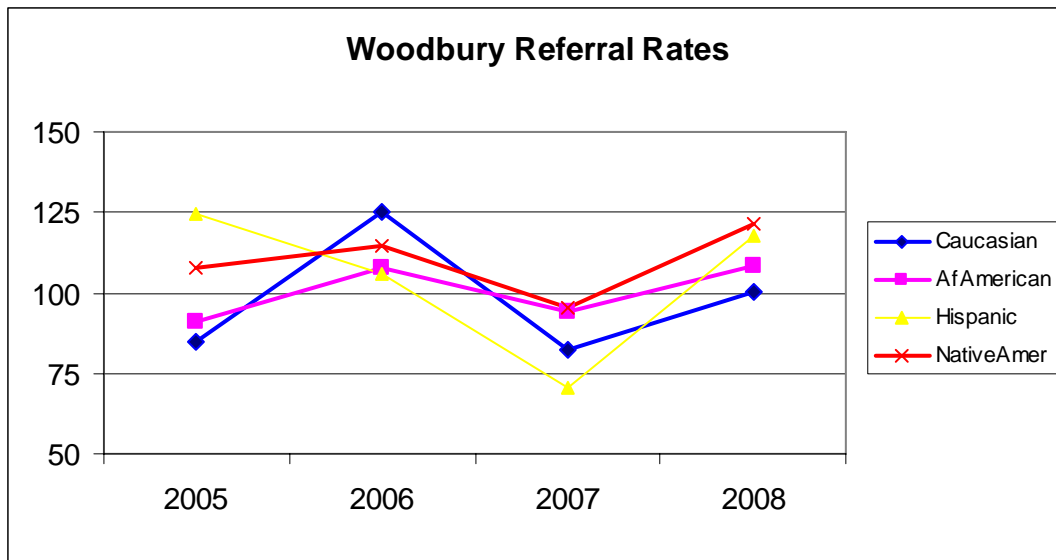
Remarks regarding figure:

- The average arrest rate for Native American (431.6) and African American youth (367.9) is considerably higher than the rate for Hispanic (189.2) and Caucasian (116.1) youth for the 2005 – 2008 report period.
  - The average rate of arrest Native American youth is 3.7 times higher than that of Caucasian youth during the report years.
  - The average rate of arrest African American youth is 3.2 times higher than that of Caucasian youth during the report years.
  - The arrest rate for Native American youth was at a four year high in 2007 (707.4), and a low in 2008 (121.23).

#### Woodbury County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.

Figure 95



Source: Iowa Justice Data Warehouse

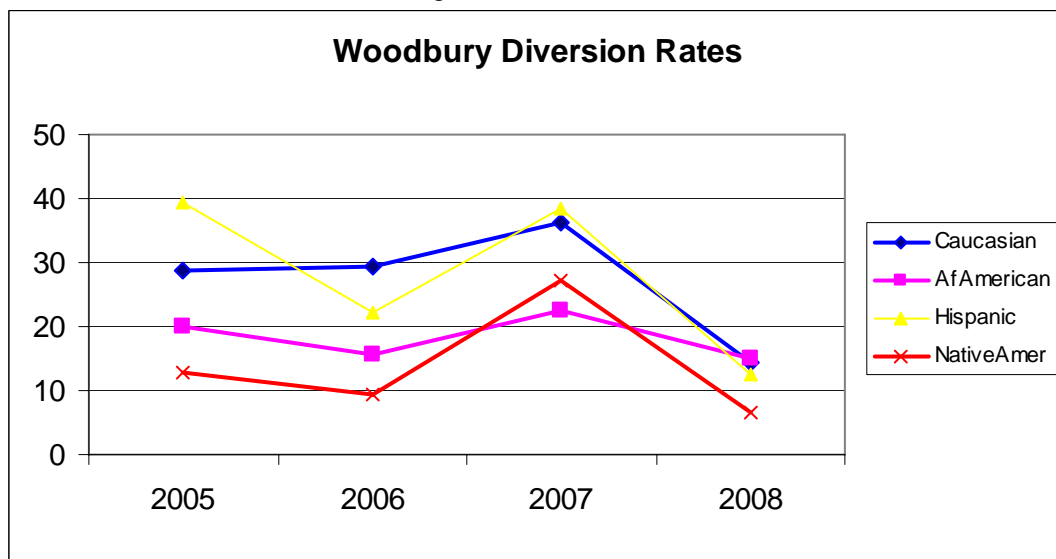
Remarks regarding figure:

- The average referral rate for the various racial/ethnic groups is as follows: Native Americans (109.8), Hispanics (104.5), African Americans (100.3), and Caucasians (98.3).

#### Woodbury County Matrix Data - Diversion

The figure below illustrates the rate per thousand of Polk County juvenile court delinquency diversions.

Figure 96



Source: Iowa Justice Data Warehouse

Remarks regarding figure:

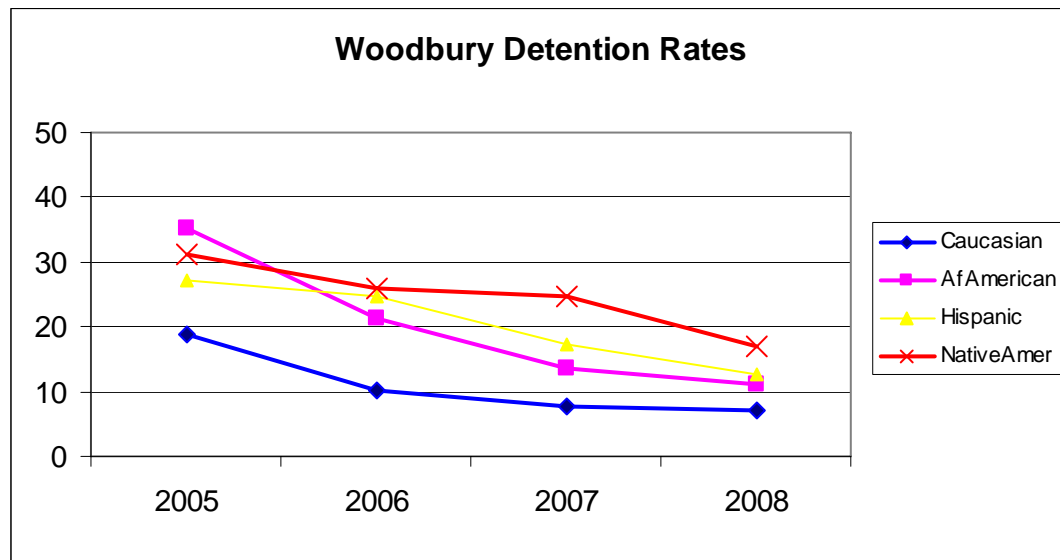
- The average diversion rate for Native American (14) and African American (18.3) youth is considerably lower than the diversion rate of Hispanic (28.8) and Caucasian (27.1) youth during the 2005 - 2008 report period.
  - African American and Native American youth have a rate of diversion that is approximately half that of Hispanic and Caucasian youth.



### Woodbury County Matrix Data – Juvenile Detention

The figure below illustrates the rate per thousand of Woodbury County detention facility holds.

Figure 97



Source: Iowa Detention Data Base

Remarks regarding figure:

- The average detention rate for Native American (24.7), African American (20.4) and Hispanic (20.5) youth is approximately two times that of Caucasian (average 11.1) youth.
- The detention rate for all racial/ethnic groups declined during the report years.

## **Phase II: Assessment/Diagnosis**

The section provides updated DMC information from recently completed assessments. These assessments include studies conducted by Leiber (2006-2007); Feyerherm (2007) and Richardson et al. (2008).

### **Research Studies Regarding Assessment**

#### **Updated Assessment Study, Michael Leiber (Black Hawk, Johnson Linn, and Scott)**

In 2007 Michael Leiber, Ph.D., released an assessment study from his 2006 work examining the factors influencing decision-making in the juvenile courts in four Iowa counties (Black Hawk, Johnson, Linn, and Scott). Results of the study was also provided to the statewide DMC Committee of the SAG, the Governor's Youth Race and Detention Task Force and was posted on the DMC Resource Center website at: [http://www.uiowa.edu/%7Enrcfcp/dmcrc/news\\_and\\_report.shtml](http://www.uiowa.edu/%7Enrcfcp/dmcrc/news_and_report.shtml). The documents include the full assessment, an executive summary and an executive brief. The study involved case tracking on information available through Iowa's Justice Data Warehouse (JDW). This recent assessment study was a replication study based on research Leiber had completed approximately ten years earlier.

Leiber studied a sample of 4,400 court referrals for delinquency. The study population included a random sample of White youth and a sample of African American youth (over-sampled to increase sample size) for comparison on judicial disposition.

#### **Major Finding**

Leiber concluded that there were "race effects" operating in these four counties. These were most consistently found at juvenile court intake, with African American youth more likely to be referred for further court proceedings than similarly-situated white youth. Consequently, it appears that both offending characteristics and racial bias seem to be contributing to African American overrepresentation in the juvenile justice system. This conclusion is consistent with Leiber's 1993 findings.

Leiber and colleagues also found in this current study that females were less likely than males to be referred to court for formal proceedings in two jurisdictions.

*Note: Staff in the counties studied shared concerns regarding the finding that minority youth were treated more harshly at the decision-making phase of intake. They questioned whether or not the study group, a sample of cases reaching the court decision-making phase of disposition, may have contributed to the finding. After performing a test on an additional sample of cases at the decision making phase of intake, Leiber's conclusion pertaining to African American overrepresentation was unchanged.*

#### Assessment Study Limitations:

- The study was based on an un-weighted sample that involved over-sampling of African American youth and cases that reached judicial disposition. A majority of the cases processed in the juvenile court are not African American and most cases do not reach judicial disposition. The sample of African Americans was chosen to allow for greater numbers for the purpose of comparison to White youth and the “back-end” cases were chosen to provide analysis on cases at a number of the court's major decision making phases.
- JDW, the state-wide system from which the study data were taken, focuses on capturing information regarding the juvenile justice system's legal decision-making process. The system contains only limited information regarding family and school status information. This is a major weakness, as other studies have identified family and school factors as variables that influence detention decision-making.
- JDW is a statewide system that is the product of data input at the local level. There are inconsistencies regarding data entry in certain jurisdictions for certain decision points. Data entry for the decision phase of juvenile probation was being reported inconsistently in some of the jurisdictions during some of the years of the existing study. Similarly, the JDW includes a screen that provides basic information regarding whether or not youth are being placed in juvenile detention facilities. A variety of research has demonstrated that minority youth are often overrepresented in juvenile detention compared to their representation in the general population. Unfortunately, Leiber's research found that local jurisdictions are not routinely completing the detention placement screen in the JDW, further limiting the data available in the research.

#### Assessment Study Recommendations

Leiber made five recommendations (listed below). The Leiber study has influenced the efforts of the DMC Committee and the YRDTF. Leiber's recommendations are also reflected in the activities taking place in the 2009 DMC reduction plan.

**Recommendation 1: Increase Structured Decision-Making at Intake**

**Recommendation 2: Continue to Require Decision-Makers to Participate in Race and Gender Cultural Sensitivity Training**

**Recommendation 3: Conduct Additional Research on DMC**

**Recommendation 4: Improve Upon Iowa's Justice Data Warehouse (JDW) System for Case Management and DMC**

**Recommendation 5: Expand Crime Prevention Programs**

#### Additional Assessment (Detention) Research, Michael Leiber (Black Hawk)

In November 2007 Dr. Leiber released a detailed study regarding race and juvenile detention in Black Hawk County. The initiative for the study came from the Court itself due to concerns about the number of detained youth, particularly minorities. A detailed inquiry into the use of detention, the types of detention used, for what and whom, had not been previously conducted. Data were manually collected from case files in Black Hawk County covering referrals to juvenile court and the North Iowa Detention facility from 2003 through 2004. Aggregate information was also used that represented the number of detention referrals for the years 1990 through 2004. Specific information on the detailed history of DMC in Iowa, Black Hawk County, sampling, tables, and findings can be found in the full technical report: *Race and Detention Decision-making and the Impact on Juvenile Court Outcomes in Black Hawk County, Iowa* and in an executive summary (Leiber, Fox, and Lacks, 2007 and available on the DMC Resource Center “reports and bibliographies” website: [http://www.uiowa.edu/%7Enrcfcp/dmcr/news\\_and\\_report.shtml](http://www.uiowa.edu/%7Enrcfcp/dmcr/news_and_report.shtml)).

The sample included 927 cases of which 449 were randomly-selected juvenile court referrals and 478 were non-randomly selected youth who were held in detention. African-American youth were over-sampled to increase the number in the study and to assess any racial effects on decision-making across the juvenile justice system.

### Limitations

The study focused only on juvenile justice decision-making in Black Hawk County. There is a need to replicate the study in other jurisdictions since detention decision-making may vary by locality. For example, in Black Hawk County, it was discovered that youth who received an informal adjustment at intake were rarely detained for probation violations. It is unknown to what extent this occurrence may be found in other juvenile courts in Iowa and elsewhere across the nation.

### Major Findings

- Over time (1990 through 2004), the data revealed that the primary reasons for detention admissions of Whites youth was court violations, followed by property crimes and person offenses. For African Americans, it was court violations, crimes against persons, and property offenses. While drug admissions represented a small percentage of total admissions, the largest racial gap was for drug offenses for African Americans.
- African American youth were subjected to more multiple court violation detentions than were white youth. This relationship was reversed when the detention was a 48-hour hold, where whites were more likely to receive multiple 48-hour hold detentions than were African Americans.
- Legal variables (e.g., offense seriousness) and extralegal factors (e.g., age, coming from a single parent household) most often had the strongest effects on detention decision-making and decision-making in general.
- Race, individually and in combination with other variables (e.g., gender), was found to have an impact on detention and system decision-making even after considering differences in crime severity, prior record, etc. For example:
  - Being African American substantially increased the likelihood of detention relative to similar whites.
  - Being detained increased the chances of moving further into the system and, because being African American increased the odds of being detained, black youth as a group were more likely to receive a more severe outcome at intake than were whites.
  - Even after controlling for offending characteristics, African Americans were found to be less likely than similar whites to participate in diversion.
  - Race effects were also discovered at petition, adjudication, and judicial disposition. Sometimes, the effects resulted in more severe or more lenient outcomes.
  - With the exception of decision-making at intake, race was not found to operate through detention to produce a negative cumulative impact. That is, being detained did not contribute to minority overrepresentation throughout the proceedings. This finding, however, does not diminish the impact of race on intake decision-making or the apparent impact of race at every stage examined.
- In short, both offending characteristics and racial bias appear to be contributing factors to African American overrepresentation in secure detention and in the juvenile justice system in Black Hawk County.
- Leiber and colleagues also found that being female was influential at intake and petition and worked in combination with race to influence adjudication and judicial disposition decision-making. These findings are consistent with previous research (*An Examination of the Factors that Influence Juvenile Justice Decision-making In The Jurisdictions of Black Hawk, Johnson, Linn and Scott, Iowa: An Assessment Study*, by Leiber, Johnson, and Fox, 2006).

### Recommendations

*Recommendation 1: Reform Detention Admissions of All Types*

*Recommendation 2: Increase Structured Decision-making at Intake*

*Recommendation 3: Continue to Require Decision-Makers to Participate in Race and Gender Cultural Sensitivity Training*

*Recommendation 4: Conduct Additional Research on DMC*

*Recommendation 5: Expand Crime Prevention Programs*

### **Further Assessment (Detention) Research, William Feyerherm (Black Hawk, Scott, and Woodbury)**

In November of 2007 William Feyerherm, Ph.D., released a study related race and the use of detention in Black Hawk, Scott, and Woodbury Counties. This analysis was requested by officials in the Iowa Division of Criminal and Juvenile Justice Planning to assess several characteristics of the detention decision making process. Specifically, interest was in examining consistency in the use of decision making criteria, whether those criteria are used in a fashion consistent with policy expectations, whether the application of criteria is reasonably consistent across multiple judicial districts within the State, and whether there is indication that non-legal factors (particularly race or ethnicity) enter into the decision to hold juveniles in secure detention,.

Information was collected by Juvenile Court Officers on cases that had the potential to enter detention. Two data entry forms developed by CJJP staff were used: a "Pilot Juvenile Detention Screening Instrument" with standard detention intake information (delinquent history, current charges, basic demographic information, etc.), and a second instrument, 'Additional Study Information.' The second of these was designed to elicit the supervising officer's assessment of such factors as whether the youth exhibited aggressive behavior, suicidal indications, or indications of alcohol or substance impairment, and if the youth was alleged to have committed a probation violation. Data collection and data entry steps were conducted either by court officials or CJJP staff.

Blackhawk County and Woodbury County each contributed 347 cases, with Scott County accounting for 209 cases. This resulted in a total of 903 independent cases.

#### Conclusions

- The detention decision in Iowa involves two very dissimilar situations:
  - Detention decisions for youth who are not accused of probation violations, but are charged with offenses sufficient to consider detention
  - Detention decisions for youth currently under probation supervision, whether or not an allegation of probation violation is accompanied by new offense allegations. For such youth, the likelihood of initial detention is very nearly 100%. For these youth, the 24-hour hearing is a point of control, with roughly 1/3 leaving detention at this point.
- For the first group of youth, variables related to their current offense, their delinquency history, and their current behavior appear to be individually related to the likelihood of detention. Multivariate analyses confirm the importance of those areas and lead to the conclusion that the decision making processes are generally consistent across jurisdictions and are strongly correlated with relevant and appropriate variables.
- For the second group of youth, the critical variables appear to be those that are related very directly to the behavior while on supervision, specifically failure to appear, runaway, school or community issues, as well as degree of parental control. On a multivariate level, the outcomes of the 24 hour hearing do not exhibit predictability or consistency across jurisdictions based on the set of information collected in this study.

#### Recommendations

- As a result of the variability identified in conclusions above, the information within counties may not be comparable across counties. From the vantage point of being able to compare patterns and move toward a consistent application of state juvenile justice policies, a more consistent and universally utilized information system would greatly facilitate this type of system management analysis, and could lead to additional opportunities for collective policy setting and consistency in practices.
- Related to Disproportionate Minority Contact, the State should examine the set of processes that places a youth under probation custody and that lead to an allegation of probation violation. In the current set of information, African-American youth comprise 23% of the group with offense allegations only, 35% of the group that has both new offense and probation violation allegations, and 39% of the group that has only probation violation allegations.

#### **Further Assessment (Detention, Alternatives and Decision-making) Research, Brad Richardson, et al., 2008 (Black Hawk, Polk, and Woodbury)**

In May, 2008 Brad Richardson, Ph.D., released a study first presented to the Governor's Youth Race and Detention Task Force entitled: Juvenile Detention and Alternatives: Perspectives from Three Counties. The study was part of a larger plan to establish Iowa as an Annie E. Casey Foundation (AECF) Juvenile Detention Alternatives Initiative (JDAI) site. The AECF Director of Programs for High Risk Youth requested that the DMC Resource Center conduct a qualitative study involving top administrative officials and those employed in youth-serving systems in the three sites. The primary purpose of the study was to demonstrate commitment of top administrative officials and provide information about the use of detention and the use of alternatives to detention in three counties in Iowa: Black Hawk, Polk and Woodbury. Interviews were conducted 140 individuals. Findings and recommendations of the study are reported below:

#### Commitment

Top administrative officials who were identified as essential to JDAI in Black Hawk, Polk and Woodbury County participated without exception. Their leadership is considered essential for establishing policies and promoting changes necessary to achieve the desired outcomes. In addition demonstrating commitment to JDAI through participation, the information gathered indicates widespread belief that only with the full support of agency administrators will necessary changes be made in systems to reduce the secure confinement of young persons and the disproportionate confinement of minority youth.

### Detention, Alternatives and Decision-making

A variety of services described as alternatives were described in each of the three sites. However, these services are used in ways that do not reduce the use of detention and they are not currently organized for that purpose. Youth served by alternative services were described as “*the same kids*” as those held in detention. The term “*the same kids*” also includes crossover with child welfare and school disciplinary systems. A large percentage of youth held at detention centers were reported to be referred directly from schools or school alternative programs. As a result, in addition to detention alternatives changes were reported to be needed in other systems linked to the juvenile court system. In many instances, alternative services were reported to follow, rather than precede being held in a detention center. Training and skill building in cultural and linguistic competency, employing evidenced-based practices and using tools to assist in reducing race bias in decision making were reported to be needed among juvenile court officers and also child welfare, law enforcement and school staff. The training needs identified address the finding that the formal system tends to yield to informal decision-making and it is the accumulation of informal decisions throughout the systems which lead to the over-representation of minority youth. No specific criteria currently guide decisions about who goes to the detention center or alternatives and decisions were reported to be made on a case-by-case basis with subjective information.

### Funding Issues

In a report by Lantz (2008), funding for delinquency programs was shown to decrease between 2001 and 2005 by 62 percent (from 13.7M to 8.4M). Reduced funding and gaps in services were reported to have an effect on the use of detention. The group care cap was identified specifically as a funding issue impacting placement options. Lack of funding for mental health services was reported to be a concern because this can lead to involvement in other systems. According to anecdotal reports, there are cases where, in order to access funding for services, young persons “need to commit an offense.”

### Collaboration

Agencies that provide services to youth were generally reported to work well together at the systems level. On individual cases and at an interpersonal level there is considerable variation in how relevant stakeholders interact. Improving engagement of family systems and empowering children, youth and families through strategies such as family team meetings was reported to be an effective way to “*focus on what the juvenile needs rather than what I [as a provider] want.*”

### Measures and Outcomes

Data are collected by each detention center and the Iowa Court Information System provides data which populate official relative rate matrices identifying disproportionality at decision points ([http://www.uiowa.edu/~nrcfcp/dmcrc/facts\\_and\\_figures.shtml](http://www.uiowa.edu/~nrcfcp/dmcrc/facts_and_figures.shtml)). However, few analyses beyond the descriptive level have been performed in part due to a lack of reliable and well-organized individual level data. While data provided in aggregate provide good overall measures (e.g., by county or detention center) analysis of individual level data are needed to further our understanding of factors and processes.

### Cultural Competency

Concerns about the level of cultural competence were expressed in each of the sites. While there are opportunities for cultural competence training those trainings are typically “stand alone.” To be more effective cultural competency content was described as a need within other ongoing agency and community training.

### Progress Being Made

Progress was reported in raising awareness about the issue of disproportionality. Activities underway were believed to be leading toward reduced disproportionality. Increased openness to discuss the issue of racial disparities, the development of the Governor’s Youth Race and Detention Task Force and specific programs and initiatives underway in each of the communities and at the state level were cited. Feelings were also expressed that much more could be done particularly in the area of cultural competency training and gaining more input from youth and parents to contribute to solutions.

*Recommendation 1: Maintain engagement and commitment of top officials who must encourage the use of evidence-based practice and who can require follow-up on measureable results of disproportionality reduction efforts.*

*Recommendation 2: Conduct a thorough review and reorganization of services and their use, adopt evidenced-based practices and track measurable results.*

*Recommendation 3: Restore funding to previous levels and increase funding for programs and services that intentionally target DMC reduction after reorganization under Recommendation 2 is accomplished.*  
*Recommendation 4: Family and youth follow-up study.*

## CJJP Research Regarding Assessment

### Additional Assessment Research conducted by the state agency (CJJP)

CJJP has performed a variety of assessment/analyses in its staff work for the JJAC, the State DMC Committee, and the Governor's YRDTF. A variety of these key data have been reported to the YRDTF and are provided below. Much of the data were taken from a juvenile detention facility data base maintained by CJJP. The data base contains information on all holds for youth in Iowa's 10 juvenile detention facilities. Information is provided, as well, from the UCR and JDW.

#### Increases in Arrests for African American Youth

The below table reflect significant increases in arrests for African America Youth.

Figure 98

### All Juvenile Arrests by Race

All Arrests	2003	2004	2005	2006	2007	% Change
Caucasian	17,886	16,723	17,065	17,303	17,408	-2.7%
African-American	3,012	2,721	3,699	3,720	4,814	59.8%
Other Minorities	508	460	617	650	573	12.8%
<b>Total</b>	<b>21,406</b>	<b>19,904</b>	<b>21,381</b>	<b>21,673</b>	<b>22,795</b>	<b>6.5%</b>

### Simple Assault Arrests by Race (As a Subset of Violent Arrests)

Simple Assaults	2003	2004	2005	2006	2007	% Change
Caucasian	1,780	1,613	1,755	1,822	1,758	-1.2%
African-American	532	448	636	636	801	50.6%
Other Minorities	59	47	72	62	36	-39.0%
<b>Total</b>	<b>2,371</b>	<b>2,108</b>	<b>2,463</b>	<b>2,520</b>	<b>2,595</b>	<b>9.4%</b>

### Disorderly Conduct Juvenile Arrests (As a Subset of Public Order Arrests)

Disorderly Conduct	2003	2004	2005	2006	2007	% Change
Caucasian	1,196	1,444	1,521	1,716	1,630	36.3%
African-American	300	411	566	757	938	212.7%
Other Minorities	36	54	58	66	73	102.8%
<b>Total</b>	<b>1,532</b>	<b>1,909</b>	<b>2,145</b>	<b>2,539</b>	<b>2,641</b>	<b>72.4%</b>

Source: Department of Public Safety - Iowa Uniform Crime Report

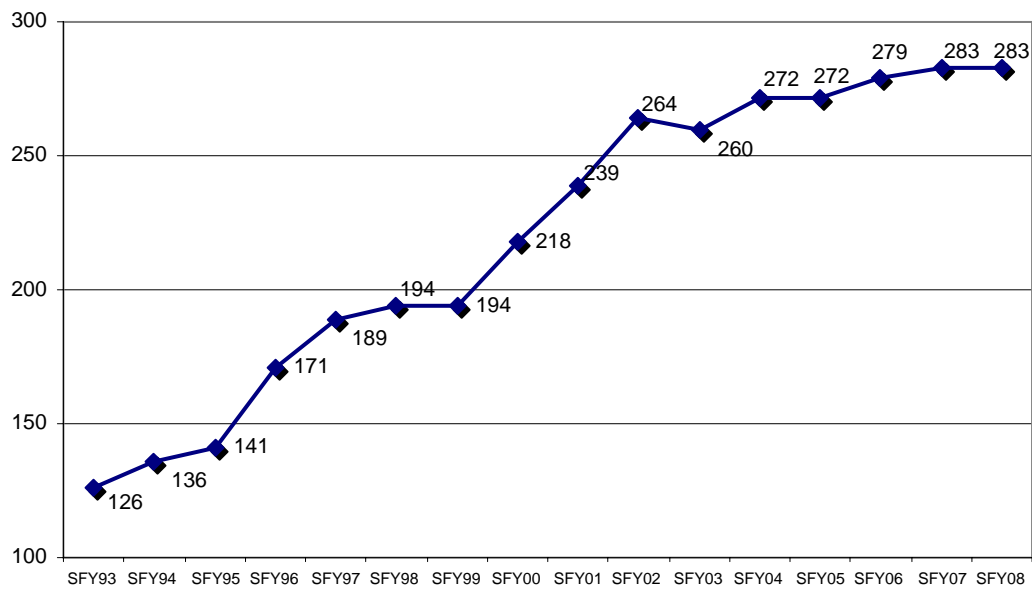
#### Remarks regarding figure:

- Overall arrests for Caucasian youth decreased during the report years.
- Arrests for African-American youth have increased nearly 60% in recent years.
  - Arrests of African American youth for simple misdemeanors, assault (49% increase) and disorderly conduct (213% increase), were the specific offenses that most directly influenced the increase.
- African-American youth are arrested at a rate nearly six times higher than Caucasian youth.

#### Increase in the Number of Juvenile Detention Beds

Analysis by CJJP reflects a dramatic increase in the number of detention beds available in Iowa since 1993.

Figure 99  
**Total Number of Available Detention Beds**



Source: Iowa Juvenile Detention Centers

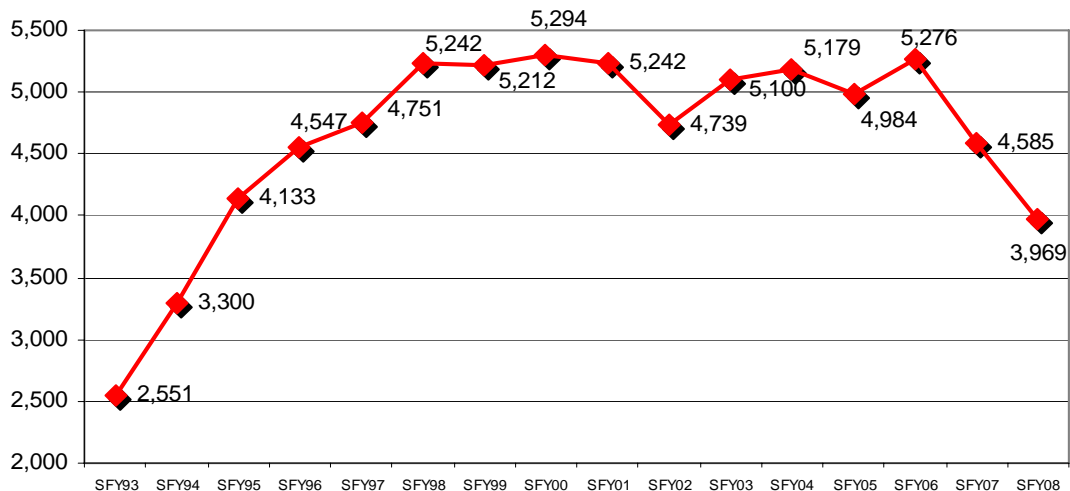
Remarks regarding figure:

- The total number of juvenile detention beds grew from 126 (1993) to 282 (2002), which represents a 125% increase in the number of beds.

#### Increases in Juvenile Detention Facility Holds

CJJP examined the number and percentages of youth held in juvenile detention facilities during the report years. The number of detention holds correlated with the number of detention beds until 2006.

Figure 100  
**Total Number of Juvenile Detention Holds**



Source: CJJP Juvenile Detention Database

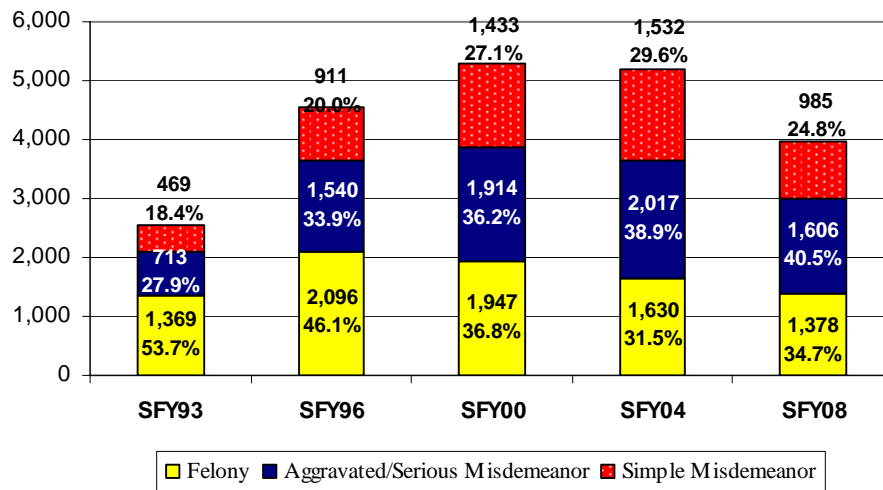
Remarks regarding figure:

- The number of detention holds increased 108% from 1993 (n=2551) to 2000 (n=5,294).
- Holds decreased 25% from 2006 (n=5276) to 2008 (n=3969).

#### Increases in Holds for Misdemeanants

Data reflects significant increases in detention holds for misdemeanants.

Figure 101  
**Detention Holds by Offense Severity**



Source: CJJP Juvenile Detention Database

Remarks regarding figure:

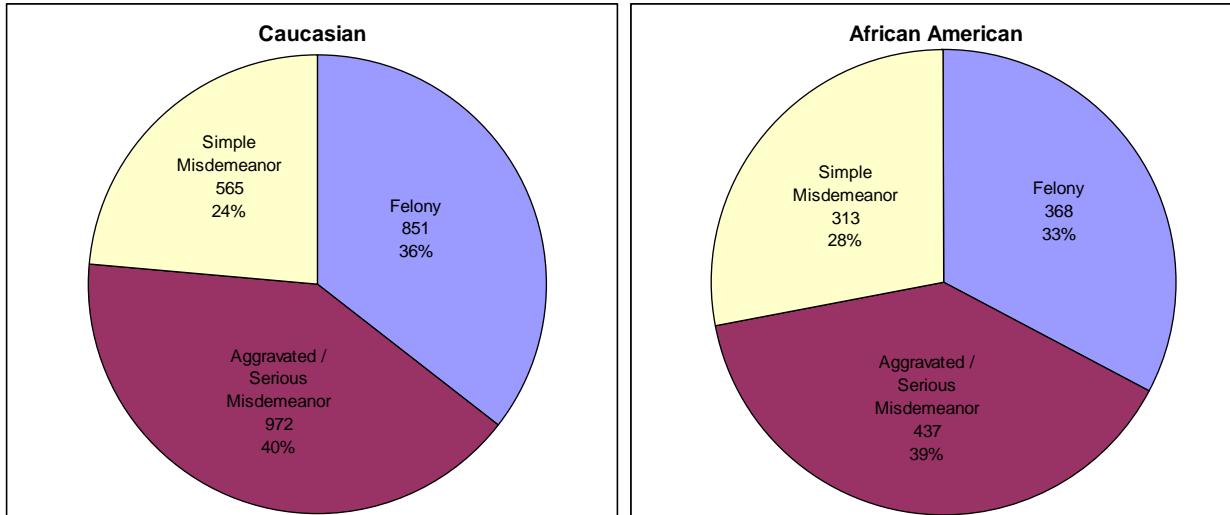
- In 1993 54% of all detention facility holds were for felons, by 2000 36% of all such holds were for felons (n's=1,369 and 1,947 respectively).
  - From 1993 to 2000 there was a 42% increase in holds for felons, and a 183% increase in holds for misdemeanants.
  - In 1993 and 2008 the number of holds for felons was identical (n's=1,369 and 1,378 respectively).
- Holds for simple misdemeanants averaged 25% during the report years.
  - In 1993 18% of holds (n=469) were for simple misdemeanants, and in 2004 29.6% of holds were for such offenders (n=1532).

#### Detention Holds by Offense Severity – Caucasians and African Americans

Data reflects that significant percentages of holds for Caucasian and African American youth are for misdemeanor offenses.



Figure 102  
**Comparison of Holds by Offense Severity – Caucasians and African Americans**



Source: Detention Data Base

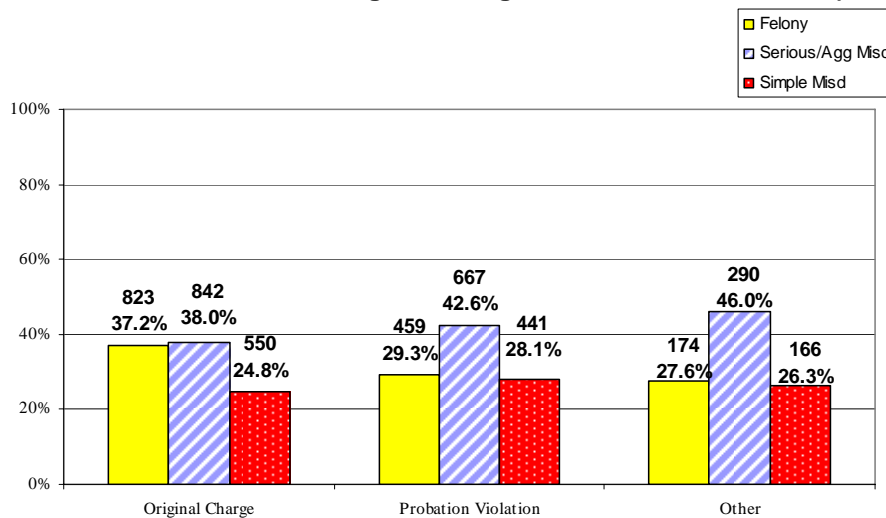
Remarks regarding figure:

- The percentage of detention holds for African Americans for simple misdemeanors is slightly higher than that of Caucasians (24% and 28% respectively).

#### Detention Holds – Original Charge/Probation Violations

Data reflects that significant percentages of detention holds are for probation violations.

Figure 103  
**Juvenile Detention Holds – Original Charge vs. Probation Violation (2007)**



Source: CJJP Juvenile Detention Database

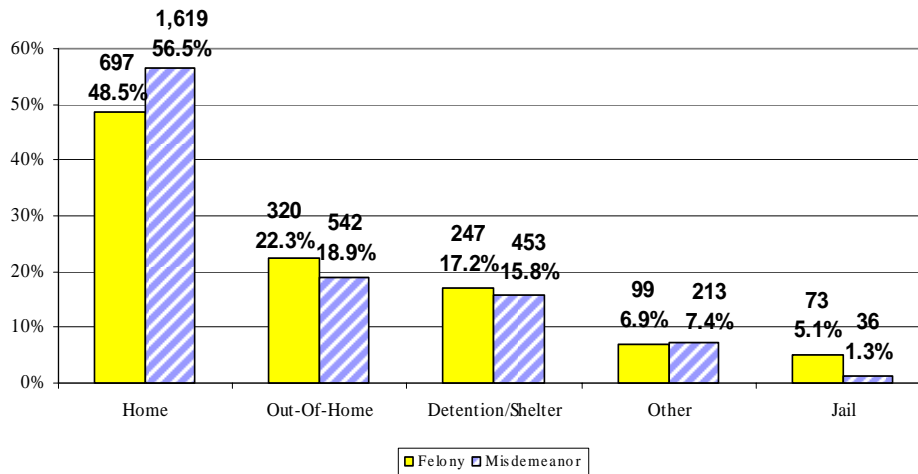
Remarks regarding figure:

- Approximately 48% of detention holds are for a new offense (originating), 34% for a probation violation and 12% are for other offenses.
- Sixty-three percent of holds for a new offense are for misdemeanors, and 71% of holds for probation violators were for an originating offense that was a misdemeanor.
  - Approximately 25% of holds for new offenders or probation violators were for simple misdemeanors.

### Disposition from Detention

Data reflects that significant percentages of youth return to their home after a detention hold.

Figure 104  
**Disposition From Juvenile Detention by Offense Severity (2007)**



Source: CJJP Juvenile Detention Database

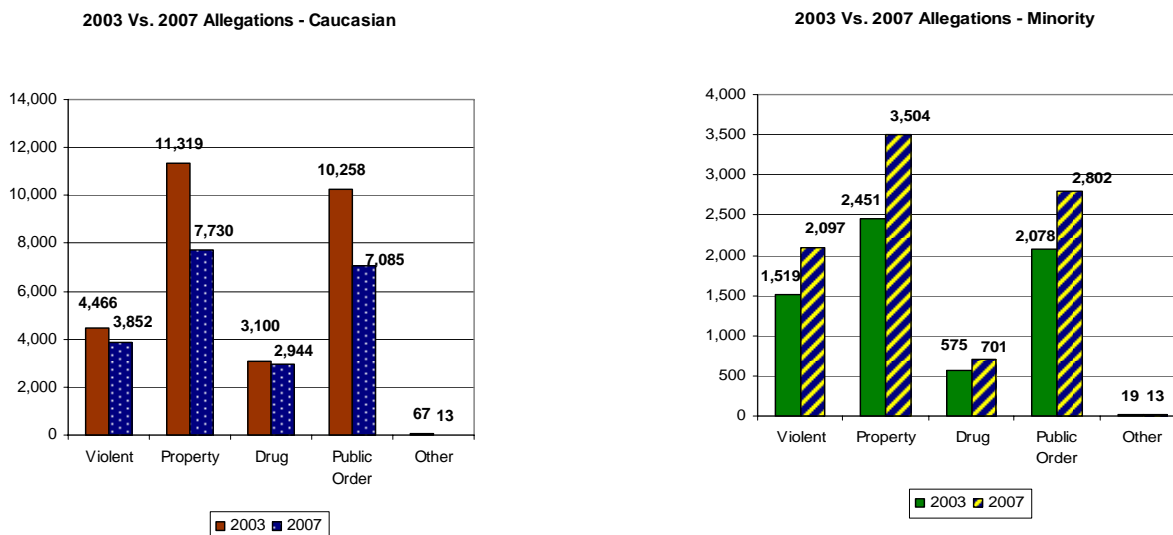
Remarks regarding figure:

- Over half of all youth are sent home at release from detention.
- Approximately 20% of youth are sent to an out-of-home placement at release from detention.
- A higher percentage of youth detained for misdemeanors are sent home after their hold than felons.

### Allegation Comparison – Referrals to Juvenile Court

CJJP maintains data regarding juvenile court decision making in its Justice Data Warehouse (JDW). Given the changes in detention as reflected in the previous figures, CJJP sought to determine the types of offenses for which youth were being referred to juvenile court. The data in the figure is a count of the allegations referred to juvenile court. The data in the figure compares the types of allegations for which minority and Caucasian youth are referred to juvenile court.

Figure 105  
**Comparison of Allegations by Race**



Source: JDW

Note: Includes felonies and misdemeanors only.

Remarks regarding figure:

- The number of allegations for which Caucasian youth were referred to juvenile court decreased in all categories during the report years. The most significant reductions were in property and public order offenses.
- The number of allegation for which minority youth were referred to juvenile court increased in all categories except other during the report years. The most significant increases were in property and public order offenses.

## **Phase III: Intervention**

Where DMC exists an intervention plan for reduction has been developed targeting contributing factors. Progress on each planned activity from 2008 is described below. Each of the activities have been approved by the DMC Committee, YRDTF and the JJAC.

### **(1) Progress Made in FY 2008: Activities Implemented and Progress Made**

#### **State Level Interventions**

##### **State Level Progress**

*DMC Committee* - Iowa continues to maintain an active DMC Committee. The group has met approximately every other month for the past 9 years. The group includes members of the minority community, a broad base of juvenile justice system related staff, local planners, researchers, community activists, etc. The DMC Committee is a subgroup of the JJAC, but many of its members are not on the JJAC. CJJP provides the staff support for Iowa's DMC Committee.

##### **DMC Committee Activities Implemented**

- Provided oversight for all the DMC related activities of the JJAC.
- Assisted in the planning and implementation of the DMC Resource Center
- Assisted in the planning of Iowa's DMC Conferences in 2002 through 2008.
- Participated in a visit by the Annie E. Casey Foundation in August 2007 related to Iowa's becoming a Juvenile Detention Alternative Initiative site and multiple subsequent visits thereafter.
- Reviewed and involved in the planning, implementation and release of Iowa's updated assessment and detention studies.
- Involved in providing a variety of information to local media.
- Involved in review and feedback on DMC Matrices.
- Involved in meetings on the use of funds related to DMC.

##### **DMC Committee Activities Not Implemented**

- Planned activities were implemented – committee continues to identify ways to expand the use of information to broader audiences.

*Governor's Youth Race and Detention Task Force* – In May 2007 the first meeting of the Governor's Youth Race and Detention Task Force (YRDTF) took place. The YRDTF is staffed by CJJP. Governor Culver is utilizing the group to reduce the over-representation of minority youth in juvenile detention. Membership of that group includes state department heads from Public Safety, Human Rights, and Education; a liaison from the Governor's office; staff representatives from Iowa's federal senatorial delegation, the state Attorney General's Office, Department of Human Services; state law enforcement, prosecutorial, and county associations; the State Public Defender, the Executive Director of the state ACLU; key community members; etc. Governor Culver issued Executive Order 5 October 30, 2007, which outlines the overall activities of the YRDTF. The establishment of the YRDTF was considered a major factor in the naming of Iowa by the Annie E. Casey Foundation as one of its Juvenile Detention Alternatives site at the state DMC Conference in November 2007. Subsequently, Governor Culver signed into law the first Minority Impact Statement Bill (HF 2393). The new law means that legislators will have pending legislation reviewed to anticipate any racial disparities that may result so that they can consider alternative policies.

**YRDTF Activities Implemented**

- Provided oversight regarding Governor Culver's effort to reduce minority overrepresentation in juvenile detention.
- Reviewed research conducted by: the Casey Foundation, the Leiber studies, the Feyerherm study, the study by the DMC Resource Center (Richardson, et al.) and data from CJJP's detention data base, JDW, etc.
- Sent key staff to the Casey Foundation 2008 Conference and also to Iowa's 2008 state DMC Conference and Sioux City regional DMC conference.
- Participated in on-site training and technical assistance by Casey consultants in 2008.
- Assisted in Iowa's becoming a site for the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative.

**YRDTF Activities Not Implemented**

All anticipated activities were implemented.

*DMC Resource Center* - In January of 2002 Iowa established its DMC Resource Center effort at The University of Iowa School of Social Work, National Resource Center for Family Centered Practice. The Resource Center concept was developed with consultation from OJJDP staff and technical assistance consultation (Randy Thomas). The JJAC has approved \$100,000 to continue its DMC Resource Center effort.

**DMC Resource Center Activities Implemented**

- Provided support for the annual DMC Conference. Nearly 300 persons attended the December 2008 conference. The conference attracted attendees from multiple states, including DMC Coordinators from other states.
- Conducted interviews with decision makers in Black Hawk, Polk, and Woodbury Counties regarding local detention and decision-making practices, DMC, use of alternatives, etc. A report was released in 2008.
- Provided technical assistance to three local Iowa Sites – planning assistance, data analysis, training, local event facilitation, etc. (see detailed information regarding efforts in sites later in this report).
- Participated in visits by the Annie E. Casey Foundation and in JDAI related work in sites.
- Reviewed and was involved in the Leiber and Feyerherm studies.
- Received feedback from local DMC sites, DMC Committee and CJJP to monitor the effectiveness of their efforts.
- Maintained the State DMC Website - website contains information relevant to DMC ([http://www.uiowa.edu/~nrcfcp/index\\_dmcrc.htm](http://www.uiowa.edu/~nrcfcp/index_dmcrc.htm)).
- Worked with state DMC Committee and YRDTF on various DMC-related activities.
- Participated in national conference planning and on national DMC conference calls.
- Participated with national organizations seeking to reduce DMC.
- Participated in efforts to include child welfare and education in DMC reduction efforts.
- Published articles in peer reviewed journals related to DMC.
- Participated in television and radio programs related to DMC.
- Served as mentor to others states and participated in OJJDP DMC Coordinator training.

**DMC Resource Center Activities Not Implemented**

- All planned activities were implemented.

*Juvenile Detention Alternatives Initiative* – In November 2007 Bart Lubow from the Annie E. Casey Foundation named Iowa as a new Juvenile Detention Alternative Initiative Site (JDAI). JDAI is a detention reform initiative that requires sites to study detention policies, prioritize those youth they seek to detain, and utilize alternatives for those youth who can best be served in alternatives. JDAI has been one of a small number of initiatives that have been able to influence DMC in a number of sites across the country.

**JDAI Activities Implemented**

- CJJP released RFA for potential local Casey sites – JJDP Act related funds included in RFA.
- In response to RFA, JJAC awarded Black Hawk, Polk, and Woodbury Counties site status for JDAI providing funding and additional technical assistance.

- Sites began work in summer, 2008 and sites attended national JDAI conference.
- Casey made site visits and provided two specified trainings (launch and fundamentals) in 2008, and one training (risk assessment training) in 2009.
- Casey scheduled technical assistance for 2009.
- Iowa seated it's own state level committee to develop a detention screening instrument in 2009. The group has met once and anticipated to have a tool developed by early summer 2009.

#### **JDAI Activities Not Implemented**

All anticipated activities were implemented.

*Other State Level Efforts Implemented Related to DMC* – Listed below are a variety of other state activities with direct relevance to DMC.

- *Justice Data Warehouse* – An extensive discussion of the justice data warehouse (JDW) is provided at the beginning of the DMC plan. New activities regarding the expansion of ICIS data and assessment tools being utilized by the Chiefs are discussed there as well. *Given the expanded information available, JDW will continue to be a critical tool as Iowa moves forward with implementation of its DMC efforts.* It is a tool that will be accessed as Iowa updates its assessment process in select counties and works to develop a state detention risk assessment tool.
- *Community Allocation Process* - As described in previously submitted plans, the JJAC and CJJP are now in the eighth year of a process that utilizes a significant portion of JJDP Act Title II, Enforcing Underage Drinking Laws funds, and JAIBG funds through a community allocation process. The funds are allocated to local Decat Governance boards. Through the Decat process communities are allowed to prioritize funding to locally address the child welfare/juvenile justice issues of greatest importance. Some of the types of programming funded through the local allocation process with the potential to influence DMC include local conferences, substance abuse prevention activities, after school or summer school programs, specialized curricula, tracking and monitoring, school based liaisons, day treatment, aftercare, etc. The allocation process has helped move decision making to the local level where it is believed that there is ultimately the greatest potential for reducing DMC. A vital role for CJJP staff and the DMC Resource Center will be to serve as a resource to assist local planning entities with information, training, local planning tools, programmatic information etc. *As a result of training provided through the CDWD, CJJP has increased local knowledge regarding DMC, making the Decats better equipped to plan for DMC; over the past year the plans have improved and reflect accordingly. It should be noted, however, that the substantial reduction in JJDP Act related funding, and the dramatic increase in federal performance requirements, have made continuation of the community allocation impractical.* The JJAC voted in February 2008 to discontinue the community allocation process and to move to an allocation by Judicial District, as described immediately below.
- *Allocation of JJDP Act Related funds by Judicial District* - Beginning October, 2008, the majority of the federal 2008 formula grant award were combined with other JJDP Act related funds and are allocated to the juvenile court services offices in each of the State's eight judicial districts. The chief juvenile court officer for each judicial district submits plans to CJJP for approval and for authorization of allocations. The allocations are based on the percentage of child population ages 5-17 in each judicial district. The funds are expended in one or more of the appropriate formula grant program areas. This approach allows for regional planning by judicial district to prioritize the juvenile justice issues and develop strategies to address local needs. This approach also requires the districts to develop their own priorities and develop strategic plans to address the issues. CJJP continues to provide resources (e.g. county level data and technical assistance) to assist in the development of the plans.
- *JJDP Act Secure Facility Compliance Monitoring* - A significant part of Iowa's compliance monitoring for the JJDP Act DMC requirement relates to its monitoring of jails and detention facilities to ensure jail removal, sight and sound separation, and deinstitutionalization of status offenders. CJJP maintains an extensive compliance monitoring system. Virtually all of the state's

compliance monitoring information is collected by race. *Iowa will continue to maintain that system.*

- *Information Effort with the Iowa Department of Human Services* – In the spring and summer of 2004 through 2008 the DMC Committee and the Gender Specific Services Task Force released reports that provided county level state service and decision making information. Data from those reports are available on the website ([http://www.state.ia.us/dhr/cjpp/juve\\_delinq\\_data/juve\\_data.html](http://www.state.ia.us/dhr/cjpp/juve_delinq_data/juve_data.html)). Extensive court processing/service information is provided by race and gender. The effort provides information regarding a variety of state DHS services (i.e. group care, family foster care, family centered services, shelter care, detention, state training school admissions, etc.), and court decision making phases (referral, diversion, petition, consent decree, adjudication, etc.). The information has assisted state and local officials in their planning efforts.
- *Iowa DHS Effort to Impact on Needs of Youth of Color in the Child Welfare System (Minority Youth and Families Initiative (MYFI))*. -- As part of the DHS child welfare system redesign a specific initiative was created to increase statewide awareness, examine decision-making, provide more cultural responsive services, and improve outcomes for children of color (specifically the initiative was designed to specifically address the needs of African American children in Polk County and Native American in Woodbury County). The child welfare redesign called for a two-pronged approach consisting of 1) the initiation of local demonstration projects to increase positive outcomes for youth of color, and 2) and partnering with the existing efforts of the DMC Resource Center related to policy recommendations and site work (University of Iowa). Over the past four years the Resource Center has been involved in examining data on decision points (both quantitative data through the Child Welfare Information System and local collection and qualitative data collected through on-site shadowing at DHS offices), providing technical assistance to the two local sites involved in the DHS initiative (Woodbury and Polk Counties), and working to connect the child welfare and juvenile justice systems. Both of the DHS sites are jurisdictions the Resource Center is working with for its juvenile justice related work with CJJP and the DMC Committee. The Resource Center has specifically attempted to connect the DHS efforts with its juvenile justice related activities in those sites. Funding from the DHS Children of Color effort helped support the DMC Committee's DMC Conferences beginning in 2005.
- *Urban Children are Really Essential (U.C.A.R.E.)* – Urban Dreams, a local youth serving agency secured a federal grant that allows DMC-related efforts in a number of Iowa communities. The DMC Committee is partnering with U.C.A.R.E. to target efforts in some of the communities in which the DMC Resource Center is working and in other areas of the state with higher than average minority populations.

## **Local Level Interventions**

*Local Interventions* – Iowa utilizes The University of Iowa DMC Resource Center to provide information and education, training, technical assistance and research and evaluation capacity for the state and local communities. In the past, the DMC Resource Center has worked with at least nine sites or other local planning entities to increase awareness and enhance local data analysis, planning, and policy efforts related to DMC (Black Hawk, Polk, Woodbury, Hamilton/Humboldt/Wright, Muscatine, Scott, Webster, Linn and Johnson Counties). All of the sites have higher than average minority populations, express concern about over-representation, and have significant over-representation-related issues. Currently resources are only available to provide continuing targeted technical assistance to Black Hawk, Polk, and Woodbury; however, contact has been maintained and some activity exists in most of the other sites. Over 2009 the Resource Center will begin providing localized technical assistance in Johnson County.

### **Black Hawk County Interventions**

#### **Progress Made in Black Hawk County in 2008**

##### **Black Hawk County Site Activities Implemented**

- Continued efforts of local DMC Committee.
- Participation of DMC Resource Center with local DMC Committee & local DMC Coordinator.

- Local data collected; utilized assistance of DMC Resource Center with collection and analysis of qualitative data.
- Actively participated in state DMC Conference, and state DMC Committee.
- Continued staff support for local efforts.
- Local provider participated with state DMC Coordinator in Public Television-sponsored television program on disproportionality.
- Established and maintained local JDAI committee and subcommittees, participated in Casey JDAI training and technical assistance efforts, serving on state-level committee to develop a detention screening instrument, developing local plans regarding detention reform.

#### **Black Hawk County Site Activities Not Implemented**

- All planned activities were implemented.

### **Polk County Interventions**

#### **Progress Made in Polk County in 2008**

##### **Polk County Site Activities Implemented**

- Actively participated in state DMC Conference and state DMC Committee.
- Served as the site of the statewide DMC Conference each year since 2002.
- Met regularly about issues of disproportionality (Decat, Urban Dreams/UCARE etc.) and the DMC Resource Center is regularly present in the community.
- Worked with the DMC Resource Center providing data related to youth who appear at the detention center.
- Received ongoing DMC Resource Center TA with the child welfare initiative and over-representation in juvenile justice (crossover).
- Coordinated DMC effort in Polk County with state-funded initiative to reduce disproportionality in child welfare (MYFI).
- Established and maintained local JDAI committee and subcommittees, participated in Casey JDAI training and technical assistance efforts, serving on state-level committee to develop a detention screening instrument, developing local plans regarding detention reform.

#### **Polk County Site Activities Not Implemented**

- All planned activities were implemented.

### **Woodbury County Interventions**

#### **Progress Made in Woodbury County in 2008**

##### **Woodbury County Site Activities Implemented**

- Conducted 6<sup>th</sup> annual County DMC Conference with national participation
- Utilized federal TA to conduct site visit and serve as speaker at conference and for other local DMC issues.
- Actively participated in state DMC Conference, and state DMC Committee.
- Prepared other local plans that reflect DMC as an issue being addressed by community.
- Participated in Georgetown Certification program to address "crossover youth."
- Obtained staff support for local efforts through local initiatives.
- Connected local community groups, national groups (e.g., Race Matters Consortium, Center for Study of Social Policy, Casey Family Alliance) targeting over-representation in the juvenile justice and child welfare systems and local Community Initiative for Native Communities and Families.
- Conducted local training and meetings through DMC Resource Center and Minority Youth and Families Initiative, First Nations, CINCF and national organizations (see above) including Iowa Department of Human Services and a variety of other state agencies (e.g., Workforce Dev., Econ. Dev.).
- Collected data at detention center and at JCS.
- Actively participated in state DMC Conference, and state DMC Committee.
- Established and maintained local JDAI committee and subcommittees, participated in Casey JDAI training and technical assistance efforts, serving on state-level committee to develop a detention screening instrument, developing local plans regarding detention reform.

## Woodbury County Site Activities Not Implemented

- All planned activities were implemented.

## (2) DMC Reduction Plan for 2009

### State Level Plans

#### Strategies and funding information (Phase III - 2 (a) and (b)).

Provided below is the state level reduction plan related to DMC. CJJP has organized the reduction plan in a manner that connects reduction activities to recommendations in Dr. Leiber's updated assessment study. These assessment recommendations are presented immediately below along with a time task plan that lists activities and related Leiber recommendations. These recommendations are consistent with the recommendations of the YRDTF which will be released in May, 2009. (Similar plans for sites immediately follow the state level reduction plan.)

#### Assessment Study Recommendations

*Recommendation 1:* Increase Structured Decision-Making at Intake

*Recommendation 2:* Continue to Require Decision-Makers to Participate in Race and Gender Cultural Sensitivity Training

*Recommendation 3:* Conduct Additional Research on DMC

*Recommendation 4:* Improve Upon Iowa's Justice Data Warehouse (JDW) System for Case Management and DMC

*Recommendation 5:* Expand Crime Prevention Programs

#### Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

Activity	Timeline	Amount Formula
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##### DMC Committee

Related to All of Leiber's Recommendations

- |                                 |                                 |  |
|---------------------------------|---------------------------------|--|
| • Continue Regular Meetings     | Every 2 Months                  |  |
| • Assist w/ Resource Center     | Progress Reports – Applications |  |
| • Assist w/ Conference Planning | Meetings & Subcommittee Mtgs    |  |
| • Provide Information to Media  | Periodic Reports to Media       |  |
| • Provide Feedback on Matrices  | Annual Review of Matrices       |  |

##### DMC Resource Center

Related to All of Leiber's Recommendations

\$0 (see JABG app and program plan)

- |                                       |                              |  |
|---------------------------------------|------------------------------|--|
| • Continue TA – 3 sites (expand to 4) | Visit Sites Quarterly        |  |
| • Continue Annual Conference          | Early Dec. 09                |  |
| • Continue to provide Info.           | DMC Mtgs. – Website Postings |  |

##### YRDTF

Related to all of Leiber's Recommendations

- |                               |                                 |  |
|-------------------------------|---------------------------------|--|
| • Continue Regular Meeting    | Meet Quarterly                  |  |
| • Review Relevant data        | Continue                        |  |
| • Conclude writing committee  | Meet every two months, conclude |  |
| • Report due to Governor      | Gov Report due 05/09            |  |
| • Convene oversight committee | ongoing beginning summer 2009   |  |



**Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding** (State activities continued)

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
<i>Juvenile Detention Alternative Initiative</i> Related to All of Leiber's Recommendations		<i>\$0.00 (see JABG app and program plan)</i>
<ul style="list-style-type: none"> <li>Continue Local Contracts</li> <li>Implement TA –Local Sites</li> <li>Coordinate Efforts w/ DMC Cmte., YRDTF &amp; JJAC</li> <li>Develop Detention Screening Tool</li> </ul>	<ul style="list-style-type: none"> <li>through FY 2010 (&amp; beyond)</li> <li>through FY 2010</li> <li>through FY 2010</li> <li>Early Summer 2009</li> </ul>	
<i>Justice Data Warehouse</i> Related to Leiber Recommendations 1, 3, & 4		
<ul style="list-style-type: none"> <li>Update Matrices &amp; Reports</li> <li>Expand Info and Validation</li> </ul>	<ul style="list-style-type: none"> <li>Throughout 2009</li> <li>Spring &amp; Summer 2009</li> </ul>	
<i>Updated Assessment Activities</i>		
<ul style="list-style-type: none"> <li>Leiber Research in Polk And Woodbury Counties And sites in Virginia</li> </ul>	2009	
<i>Allocation Process to Judicial Districts</i> Related to Leiber Recommendation 2 & 5		
<ul style="list-style-type: none"> <li>Meet w/ Chiefs &amp; SAMS</li> </ul>	early 2009	
<i>Compliance Monitoring</i> Related to Leiber Recommendation 3		Annual OJJDP Schedule and Other Reports
<i>Youth of Color – DHS</i> Related to Leiber Recommendations 2,3, & 5	Continued Throughout 09	
<i>U.C.A.R.E.</i> Related to Leiber Recommendation 2 and 5	Continued Throughout 09	

## Local Level Plan

### DMC-Reduction Plans for Sites

The timeline and identification effort done for the state-level activities is organized in a manner that connects reduction activities to recommendations in Dr. Leiber's updated assessment study. The below local timeline and identification does not specifically connect activities with the Leiber assessment though it should be noted that the overall activities planned are viewed as consistent with the recommendations of the Leiber study.

### Black Hawk Plan-DMC Reduction

#### DMC-Reduction Plan for Black Hawk County - 2009

**Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding**

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	

**Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding** (Black Hawk County activities continued)

<b>Activity</b>	<b>Timeline</b>	<b>Amount Formula</b>
<i>Continue Implementation of JDAI</i>	<i>Throughout 2009</i>	
<ul style="list-style-type: none"> <li>• Assist with development of detention screening tool.</li> <li>• Assist with local collection of court referral and detention alternatives information.</li> <li>• Develop local JDAI plan.</li> <li>• Continue relevant local committee and subcommittee work.</li> <li>• Participate in relevant training and technical assistance.</li> </ul>		
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	
<i>Participation in State Conf.</i>	<i>December 9-11, 2009</i>	
<i>Participate in Local DMC Committee</i>	<i>Local Committee meets monthly</i>	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from Resource Center</i>	
<ul style="list-style-type: none"> <li>• Participate in DMC Cmte. meetings</li> <li>• Assist with analysis of data</li> <li>• Coordinate efforts with local DMC efforts, Coordinators and Committees</li> <li>• Assist with fund seeking</li> <li>• Assist with coordination of TA</li> <li>• Collaborate to continue to engage media</li> </ul>		

**Polk Plan-DMC Reduction**

**DMC-Reduction Plan for Polk County - 2009**

**Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding**

<b>Activity</b>	<b>Timeline</b>	<b>Amount Formula</b>
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	
<i>Continue Implementation of JDAI</i>	<i>Throughout 2009</i>	
<ul style="list-style-type: none"> <li>• Assist with development of detention screening tool.</li> <li>• Assist with local collection of court referral and detention alternatives information.</li> <li>• Develop local JDAI plan.</li> <li>• Continue relevant local committee and subcommittee work.</li> <li>• Participate in relevant training and technical assistance.</li> </ul>		
<i>Continue Participation in State Conf.</i>	<i>December 9-11, 2009</i>	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from DMC Resource Center</i>	
<ul style="list-style-type: none"> <li>• Evaluation TA for local entities</li> <li>• TA on data analysis for local entities (e.g., Detention Center; Courts, Co Atty.,)</li> <li>• Coordinate with local DMC efforts</li> <li>• Coordinate with MYFI</li> </ul>		

## Woodbury Plan-DMC Reduction

### DMC-Reduction Plan for Woodbury County - 2009

#### Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

Activity	Timeline	Amount Formula
<i>Continue Implementation of JDAI</i>	<i>Throughout 2009</i>	
<ul style="list-style-type: none"><li>• Assist with development of detention screening tool.</li><li>• Assist with local collection of court referral and detention alternatives information.</li><li>• Develop local JDAI plan.</li><li>• Continue relevant local committee and subcommittee work.</li><li>• Participate in relevant training and technical assistance.</li></ul>		
<i>Participation in State Conf.</i>	<i>December 9-11, 2009</i>	
<i>Participate in RAI Validation Study</i>	<i>Throughout 2009</i>	
<i>Coordinate Local DMC Committees</i>	<i>local committees meet at least monthly</i>	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from Resource Center</i>	
<ul style="list-style-type: none"><li>• Assistance with Annual Woodbury Co. Conference</li><li>• Assistance with highlighting achievements of Woodbury Co. at statewide/national conferences</li><li>• Assist with analysis of data</li><li>• Coordinate with DMC Committee and local DMC Coordinator(s)</li><li>• Provide assistance for DMC Coordinators</li><li>• Coordinate with other initiatives (e.g., MYFI, CINCF, Casey, CSSP, Race Matters Consortium)</li></ul>		

Planned Formula Grant-supported activities under "Program Descriptions" section below with amount budgeted and required descriptions of goals, objectives, and performance measures selected to document the output and outcomes of these activities. All DMC related activities are being supported with 09 and previous years unspent JABG funding and Title V funding, previous years unspent formula funding, and funding from the Annie E. Casey Foundation.

## Phase IV: Evaluation

The state maintains a justice data warehouse populated with data from ICIS and other sources. These systems represent a rich source of data available for evaluation and monitoring purposes as interventions planned reach full implementation. Each detention center also collects data on holds and those involved as JDAI sites. The SPA will be putting together a process for the collection of RAI data as well as data from the local detention alternatives. The analysis of that information will serve as a major evaluation component for Iowa's overall DMC strategy. In conjunction with JDAI each site also participates in evaluation and performance measures reporting through the DMC Resource Center. To date the primary source of evaluation information has been the DMC matrices and technically.

Iowa has utilized a DMC Resource Center to provide information and education, training, technical assistance and capacity for research and evaluation. The assessment studies conducted separately by Leiber, Feyerherm and Richardson could be considered evaluation and monitoring studies; however, their use has been primarily relegated to the assessment phase. The findings of these more formal studies are summarized about in Phase I: Assessment.

## Phase V: Monitoring

While identification is an examination of data at a point in time, monitoring is an ongoing process that feeds back to the Identification Phase. At the statewide level and for the selected local sites CJJP and the DMC Resource Center have monitored changes in DMC trends using the RRI and a variety of other trend analyses (described above). There has been progress in reducing DMC at decision points over the past 2-7 years, most notably the

past two years at the decision point of lowering the numbers and disproportionality in detention. Further study is needed to determine factors which could be considered causal in the sequence of events leading to the reduction. In addition to the existing data systems (described above) and the use of the RRI, the development of the JDAI in Iowa provides the state and DMC Resource Center with an opportunity for working with the sites to organize data collection and reporting systems which will allow for monitoring and cross site comparisons of changes in detention, other decision points, and DMC. The "Quick Launch" occurred in November of 2008 with an initial consultation on RAI January 29, 2009. Data groups are forming in conjunction with the JDAI implementation and those data will provide information for monitoring in each of the sites and comparison with other sites through the JDW/ICIS data. The Division of Criminal and Juvenile Justice Planning and the DMC Coordinator (part-time) will monitor these activities.

Two recent initiatives in Iowa are currently developing the plans for current and future monitoring activities: JDAI and YRDTF. The JDAI timeline currently adopted for monitoring conforms largely to the JDAI Quick Launch format. Initial assessment was conducted at the state and local site level on utilization and site technology capacity and planning for evaluation and monitoring is underway in each of the sites. Each site reports quarterly through the DMC Resource Center and each site also reports directly to CJJP and Casey as JDAI sites. An initial assessment has already been conducted which was fundamentally a capacity statement with regard to the collection and use of data in sites and at the state level. It also informed planning and monitoring of ongoing progress with the use of data for the JDAI.

A parallel process is occurring with respect to the Governor's YRDTF. It includes the development of a monitoring function to be performed by a workgroup recommended by the YRDTF. Findings and recommendations are due out in May 2009 and the recommendation for the development of a working group charged specifically with monitoring results associated with the implementation of recommendations from the YRDTF is the first recommendation.

The DMC Resource Center is working with each site to develop measures of output and outcomes for the purposes of performance monitoring. Some of these measures include:

- Number of stakeholders engaged/county/ quarter.
- Number of training events and persons trained/county/ quarter.
- Number of hours training provided/county/quarter.
- Number of joint local DMC Committee and JDAI meeting conducted/county/quarter.
- Number of local requests for policy change.
- Number of OJJDP DMC matrices decision points with reduced relative rates.

In addition, the JJAC also monitors DMC related activities by race for measures, examples of which are provided below:

- Average detention daily population.
- Total detention admissions.
- Average length of stay.
- Youth committed to State Training Schools.
- Group care admissions.
- Felony complaints and adjudications in juvenile court.
- Person offenses referred to juvenile court.
- Detention holds for probation violators.

## **5. COORDINATION OF ABUSE AND DELINQUENCY RECORDS**

### **A. Reducing the Caseload of Probation Officers**

Although the SAG has not set aside a specific amount for incentive grants to reduce the caseloads of juvenile court officers, a significant amount of JJDP Act formula grant funding is presently being directed through local decision making processes to specifically affect that issue. As described in the program section above, the majority of Iowa's JJDP Act formula grant, Title V, Juvenile Accountability Block grant and Enforcing Underage Drinking Laws funding is allocated to local planning entities through a child population formula. The effort is Iowa's Child Welfare/Juvenile Justice Youth Development Allocation (CW/JJYD). Local decisions dictate the

expenditure of the funds. In many jurisdictions the expenditure of funds is connected to services that influence the effectiveness of the juvenile delinquency system. Allocation funding currently supports tracking and monitoring services, day treatment, life skills, drug testing, other substance abuse services, juvenile detention alternatives, etc. A budget for the CW/JJYD allocation is included above in the program section of this application.

## **B. Sharing Child Welfare Records With the Juvenile Justice System**

Included with this plan are flow charts of Iowa's CINA and juvenile justice systems. Included as well is discussion of the structure and function of those systems. Provided below is a brief summary explaining Iowa's system to share relevant information regarding CINA and delinquency proceedings.

*System to Insure Child Welfare Information is Shared in Delinquency Cases* - Iowa has a unified court system, under the Judicial Branch, and all clerks of court and juvenile court services personnel, including probation services, are funded by the state. Judges are state employees. According to Iowa Code Section 602.7101 a juvenile court is established in each county. The juvenile court is within the district court and has the jurisdiction provided in Iowa Code Chapter 232. The chief judge designates district judges and district associate judges to act as judges of the juvenile court for a county. Juvenile court judges hear both child in need of assistance cases (CINA) and delinquency cases. The structure of the court clearly allows judges access to CINA and delinquency information.

According to Iowa Code Section 602.7102, Iowa's juvenile court is a court of record, and its proceedings, orders, findings, and decisions must be entered in books that are kept for that purpose and that are identified as juvenile court records. The clerk of the district court is the clerk of the juvenile court for the county. Section 602.7102 clearly establishes a system of record for CINA and delinquency juvenile court proceedings.

In Iowa, Juvenile Court Officers (JCO's) supervise cases for delinquent youth. As was indicated above, JCO's are included in the judicial branch of government. They are agents of the court. According to Iowa Code Section 602.7202 juvenile court officers have the powers of a peace officer while engaged in the discharge of their duties. JCO's have the duties prescribed in the juvenile section of Iowa's Code (Section 232), which are subject to the direction of the judges of the juvenile court. JCO's have access to all court information on delinquent youth, and also, as "court officers", information on CINA cases.

Iowa Code Section 232.48 requires a predisposition investigation prior to adjudication hearings for delinquent youth. The investigation shall require the following: a) *the social history, environment and present condition of the child and child's family*, b) the performance of the child in school, c) *the presence of child abuse and neglect histories*, learning disabilities, physical impairments and past acts of violence. The Section 232.48 predisposition investigation report requirement provides the structure for child welfare information to be incorporated into delinquency proceedings and case planning. Included below is information regarding the various case planning and review requirements for CINA and delinquency cases.

## **C. Child Protective Services Records into Juvenile Justice Records**

*Policies and Systems to Incorporate Child Protective Records in Delinquency Plans* - In the preceding section explanation is provided that ensures that child protective information is part of case planning for delinquency cases. It should be noted that the juvenile justice section of the Iowa Code, Sections 232.1 through 232.57, outlines the processing, planning, and review requirements for delinquent youth in Iowa's system. Those sections are the statutory requirements related to Iowa's efforts to ensure safeguards for youth in its delinquency system. Provided below is specific information (both statutory and by administrative rule) relative to those safeguards.

*Assurance for Case Plan and Review for Juvenile Offender Placements* – A series of safeguards exists to ensure that juvenile offenders whose placement is funded through 42 U.S.C. 672 receive statutorily defined protections. An interagency agreement between Juvenile Court Services and the Iowa Department of Human Services has been established to assure that all IV-E requirements are met when IV-E funds are used for delinquent children placed out of the home. Under this agreement Juvenile Court Services is responsible for case management, including the provision of the protections mandated under Title IV-E, and the Iowa Department of Human Services monitors these activities and determines the delinquent child's eligibility for IV-E funding.

Iowa Administrative Code 441, Chapter 202.2(3) requires a social history to be completed on all (CINA and Delinquent) children at the time of placement in a foster care setting. Iowa Code Section 232.2(52) defines a social investigation as an investigation conducted for the purpose of collecting information relevant to the court's fashioning of an appropriate disposition for a CINA case. The information collected is utilized for the development of a social report and a social history. Iowa Administrative Code 441, Chapter 202.6(1) requires a case permanency plan at the time of out-of-home placement for both CINA and delinquent youth. Iowa Code Section 232.97 prohibits disposition of CINA petitions until two days after the social report has been submitted to the court. As was mentioned above, Iowa Code Section 232.48 requires that predisposition investigation reports for delinquent youth include social history and child abuse information. Iowa's administrative Code and State law ensure that child welfare information must be a part of case planning for all delinquent youth in an out-of-home setting.

Iowa Code 232.21 requests the court to determine whether it is contrary to the welfare of the child to remain home and to determine whether reasonable efforts have been made to prevent the need for removal before a child (CINA or Delinquent) is placed in shelter. Iowa Code Section 232.22 provides the same protection for children placed in detention. Additionally, Iowa Code Section 232.52 requires the court to address the child's best interests and to assess the efforts made to prevent removal when a delinquent child is removed from the home at a delinquency dispositional hearing.

Iowa Code Section 232.53 requires that any agency, facility, institution, with custody of a delinquent juvenile file a written report with the court every six months concerning the status and progress of the child. Chapter 202.9(2)(6) Iowa Administrative Code 441, Chapter 202.6 requires that case permanency plans be reviewed and submitted to the court every six months. Iowa Administrative Code and state law clearly require case plan review at the required intervals.

## **6. COLLECTING AND SHARING JUVENILE JUSTICE INFORMATION**

### **A. State Process for Gathering Information Across Agencies**

*Statistical Analysis Center* – Iowa Code Section 216A.136 designates the SPA as Iowa's Statistical Analysis Center (SAG). The Iowa Code reflects the purpose of the SAC is to coordinate with data resource agencies to provide data and analytical information to federal, state, and local governments, and assist agencies in the use of criminal and juvenile justice data. For purposes of research and evaluation the SPA is provided access to criminal history records, official juvenile court records, juvenile court social records, data collected or under control of the board of parole, department of corrections and correctional services, department of human services, judicial branch and public safety. The legislation provides the SPA with fairly broad access to the types of information necessary for completion of its three year plan.

*Iowa Collaboration for Youth Development* – Earlier sections of this plan describe in some detail the Iowa Collaboration for Youth Development (ICYD). For 10 years ICYD has brought together a variety of state agencies to collaborate on a variety of issues with a uniting theme of youth development. Involved agencies include Human Services, Education, Vocational Rehabilitation, Workforce Development, Economic Development, Health, etc. The SPA has been able to utilize the relationships from those agencies to assist with providing information for the three year plan. The various agencies that provide information for the plan have been ready audiences for the plan and various related reports. Those agencies are often well represented on the SAG or various other boards or commissions staffed by the SPA.

*Process for Collection of Data for Completion of Plan* – A brief overview of the SPA data collection process is provided below. It should be noted that key staff that serve specifically in data analyst positions for the SPA are integral in the collection of data for the three year plan.

- The data collection process typically begins in the fall prior to submission of the three year plan. The basis for the data collection is the application instruction provided by OJJDP officials. Additional data for the plan is often produced as the result of SAG subcommittee efforts (Gender, DMC, mental health, etc.)
- SPA staff inventory the information available or maintained within the agency itself.

- Data not available through the SPA is requested accordingly through established contacts. In some cases it may be necessary to make a formal request for the necessary information – such request are more the exception than the rule.
- A packet of data is organized by the SPA to be presented and the SAG's late fall retreat.
- The three year plan is developed based on the data presented at the retreat. Often additional data is collected as the result of feedback from the SAG in its retreat.
- All major plans or reports produced by the SPA are available on its website (<http://www.state.ia.us/dhr/cjip/>).

## **B. Barriers for the SPA With Sharing Juvenile Information**

Case level information is only shared in accordance with state and federal law. As described above, the SPA's role as Iowa's SAC has provided ready access most of the relevant information. Typically the information provided the SPA to other agencies is aggregated, and in report form. Case level information is very seldom an issue of debate. As a practical matter, much of the research performed by the SPA is for the agencies that are the originating source of the relevant information.

As described in the DMC section of this proposal, a major focus of the SPA's efforts to plan for the juvenile justice system revolves around the utilization of JDW. A barrier to future work relates to connecting information from the warehouse maintained by the SPA with various warehouses maintained by other state agencies. At some level, those effort are more complicated by technical activity, rather than statutory barriers faced by the SPA.

## **7. STATEMENT OF PROBLEM PROGRAM NARRATIVE**

### **ISSUE ONE: YOUTH DEVELOPMENT & DISTRICT AND COMMUNITY PLANNING**

#### **Standard Program Area Code and Title:**

19 - Juvenile Justice System Improvement

#### **Program Problem Statement:**

There are more than a half million school-age youth, ages 6 – 17, in the state of Iowa. Most are doing well; but, as the Crime Analysis section reflects, some do not have the advantages of safe and supportive families and communities. Too many youth are engaging in unhealthy and dangerous behaviors and are doing poorly academically, socially, and emotionally. If Iowa is to maintain safe and caring communities and make progress on a variety of youth-related issues, including delinquency, disproportionate minority confinement, substance abuse and the academic achievement gap, it is essential to invest in programs that address the causes of crime and violence and stress protection rather than restoration.

At the same time there has been a positive trend in Iowa to provide services for delinquent and non-delinquent youth in their community. The move of funding, services, and decision making to the local level has greatly increased the need for community planning. Communities need training and technical assistance to deal with the various aspects of planning including engagement, mobilization, data collection, resource assessment, plan development, implementation etc. The local skills that are necessary for community planning are "trainable" and have practical application for multiple uses - the sophistication level in local planning processes varies by community.

Local officials vocalize frustration over the need to go through similar planning processes for different state agencies (SPA, Health, Human Services, Education, Workforce Development, Early Childhood, etc.) that have separate requirements. Locals speak of the need for state officials to coordinate application and reporting requirements. The challenge at a local level is coordinating the various requirements of these multiple prevention and planning initiatives - it could be greatly aided with a common understanding of youth development.

The SAG and SPA are particularly interested in coordinated planning and service provision for court involved youth. There is also recognition that the most effective policies and programs are those that comprehensively address the full range of developmental needs of youth. Research has demonstrated that investments in youth development and prevention-oriented strategies return multiple dividends in reduced demand for more costly services and sanctions and greater likelihood of school success, employability and economic productivity.

With the exception of education, state resources for youth programs are concentrated primarily in services that respond to problems after they occur. While these are necessary and important programs, they represent only a portion of the continuum of services, opportunities and supports that are critical to ensuring the positive development of all youth. In order to reverse the increasing demand for costly, high-end services and sanctions that are designed to respond to problems, it is critical to invest in prevention and youth development programs and strategies that have proven effective in improving outcomes for youth and reducing problem behaviors. Similarly, services and sanctions for system-involved youth must be directly linked to their developmental needs in order to be effective.

The majority of the federal 2009 formula grant award (**\$415,469**) will be combined with other JJDP Act related funds, and allocated to the juvenile court services offices in each of the state's eight judicial districts. The chief juvenile court officer for each judicial district shall submit plans to CJJP for approval and for authorization of allocations. The allocations will be based on the percentage of child population ages 5-17 in each judicial district. The funds must be expended in one or more of the appropriate formula grant program areas. This approach will allow for regional planning, by judicial district, to prioritize the juvenile justice issues and develop strategies to address the needs. It is more appropriate for the prioritization of the needs to be completed at the local level, and for local communities to strategically plan to address the issues. CJJP will continue to provide resources (e.g. county level data and technical assistance) to assist in the development of the plans.

**Program Goal – State Policy:**

- 1) Work toward the adoption of a consistent state youth policy based on prevention, positive youth development and results accountability.

**Program Objective – Allocation Effort:**

- A) The SAG and the SPA will transition from state-wide process to allocate formula grant dollars to local Decat initiatives to one for the state's 8 judicial Districts. The approach will utilize youth development as the vehicle to plan a local continuum of services ranging from prevention to sanction. **The SAG has approved the use of \$415,469 in formula grant funding from this 2009 three year plan for the allocation effort to local Decats.**

**Activities and Services Planned – Allocation Effort:**

- Provide administrative and financial reports to SPA and SAG that document performance of judicial districts.
- Document community planning training and technical assistance to judicial districts, local Decat officials, private providers, and representatives from local units of governments, etc. to enhance planning capabilities.
- Maintain copies of progress reports and other reporting and administrative materials provided by judicial districts.

**Program Objective – Youth Involvement:**

- B) Identify opportunities for increasing meaningful involvement of youth in state policy-making.

**Activities and Services Planned – Youth Involvement:**

- Document through minutes youth participation in SAG activities.
- Documentation of coordination activities related to youth involvement between SAG and ICYD.
- Document involvement of members of Iowa Collaboration for Youth Development Involvement in State of Iowa Youth Action Committee.

**Program Objective – Youth Development:**

- C) Continue efforts to facilitate an "Iowa Youth Development Policy" for planning and programming among the various audiences (legislature, state agencies, advocacy groups, communities, etc) on issues related to prevention and youth development.

**Activities and Services Planned – Youth Development:**

- Maintain state planning structure of the Iowa Collaboration for Youth Development (steering committee, state agency group, and State of Iowa Youth Action Committee, etc.).



- Utilize lessons learned from ICYD pilot communities to affect state policies regarding administration of various state funding sources.
  - Continue youth development trainings provided by ICYD.
  - Document common data or management information systems, joint planning, and joint or coordinated funding processes for youth services.
  - Document efforts by communities to develop integrated youth service plans and single application for support, as well as recommended appropriate action for state agencies.
- D) Support increased knowledge of cultural competency in state and local youth development activities.
- Utilize DMC Committee and Gender Task Force members to review allocation programs funded for youth of color and girls.
  - Continue dialogue with Chief Juvenile Court Officers and Department of Human Services Service Area Managers to discuss programs funded for youth of color and girls.

**Program Goal – Capacity Building for Judicial Districts and Communities:**

- 2) Build the capacity of local communities to use a prevention and youth development approach in providing youth services.

**Program Objective – Training and TA for Judicial Districts and Communities Regarding Youth Development:**

- A) Increase awareness and understanding of prevention and youth development approaches among youth serving agencies operating at the district and community levels through development and support of training and technical assistance opportunities.

**Activities and Services Planned – Training and TA**

- Documentation of efforts to assist communities to utilize a youth development approach in the delivery of youth services and in creating opportunities for youth empowerment.
- Document information sharing, training and technical assistance, the use of the ICN, creation of a web page, etc.
- Utilize lessons learned from ICYD pilot communities in youth development related training performed at local level.

**Program Objective – Youth Development in Programs Developed at the District and Local Level**

- B) Incorporate a youth development approach into guidance on State initiatives that allow planning and implementation of youth programs to be determined at the district and local level.

**Activities and Services Planned – Programs Developed at the District and Local Level**

- Document the coordination of the participating state agencies participating on the Youth Development State Collaboration to ensure that a youth development approach is included in any state guidelines or requirements as appropriate.
- Documentation of the state agencies' efforts to work with local sites in a coordinated approach to integrate the principles of prevention and youth development.
- Utilize lessons learned from ICYD pilot communities in youth development related training performed at local level.

**Program Objective – Youth Involvement at the District and Local Level**

- C) Promote increased opportunities for youth involvement at the local level.

**Activities and Services Planned - Youth Involvement at the District and Local Level:**

- Document technical assistance and state programs that encourage creation of local youth advisory boards and other new opportunities for youth involvement.
- Utilize lessons learned from ICYD pilot communities in youth development related training performed at local level.

**Performance Measures** SPA will provide all measures as required by OJJDP via the DCTAT system.

*Outputs:*

- 1) FG funds awarded for system improvement.
- 2) Number of programs implemented.
- 3) Number of program youth served.
- 4) Total number of program families served.
- 5) Number of planning activities conducted.
- 6) Number of funded programs evaluated.

*Outcomes:*

- 1) Number and percent of youth completing program requirements.
- 2) Number and percent of program youth exhibiting a desired change in targeted behaviors.
- 3) Family relationships.
- 4) Antisocial behavior.
- 5) Substance use/abuse.
- 6) Number of families who report being satisfied with program.
- 7) Total number of program youth who report being satisfied with the program.
- 8) Total number of days between initial court appearance and disposition.

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local/Private Funds</u>
<b>FY09</b>	<b>\$0</b>	<b>\$0</b>
<b>FY10</b>	<b>\$415,469</b>	<b>\$0</b>
<b>FY11</b>	<b>\$0</b>	<b>\$0</b>

## **ISSUE TWO: TREATMENT AND ASSESSMENT OF MENTALLY ILL YOUTH**

**Standard Program Area Code and Title:**

20 - Mental Health Services

**Program Problem Statement:**

Iowa's Mental Health Access Plan (MHAP) operates with a managed care organization providing the management of the program. The intent of the program is to expand the access and range of appropriate mental health services and to help contain federal, state and county expenditures for mental health services. Mental Health services provided include inpatient, partial hospitalization, day treatment, residential, intensive outpatient, outpatient (individual, marital and family, group), crisis intervention, targeted case management, mobile treatment.

A requirement to access some of the various services of the MHAP system is a diagnosis of the mental health problems for the persons involved - the diagnosis is necessary to engage the system. System officials indicate the process creates access issues for delinquent youth, who because of justice system involvement, may not have a mental health diagnosis or simply be diagnosed youth presenting acting-out or violent behavior that cause them to be placed in the Juvenile Justice system because the behavioral aspects of their treatment "override" the mental health issues.

The SPA and the SAG identified a number of specific issues relative to mental health in their analysis process for the development of this plan. They include

- Duration of services in a mental health or hospital setting especially for delinquent youth.
- The ability to serve delinquent youth with mental health issues in typical residential, institutional or community based settings.
- Inability to use federal Medicaid funding for eligible recipients being held in county operated juvenile detention facilities or state operated training schools (such mental health costs must presently be paid either by the county, the state or the youth's family).

**Program Goal – Improve the “system” response to youth with mental health issues:**

To learn more about the mental health issues of youth involved in the juvenile justice system; provide support for these issues through the establishment of the “Mental Health Issues in Detention/Shelter” sub-committee of the JJAC; and continue to advocate for identified changes in the mental health system to enhance necessary services to youth and the families of youth with mental health issues in the juvenile justice system.

**Program Objective – SAG Presentations:**

- A) Provide presentations to the SAG regarding mental health issues for system youth.

**Activities and Service Plan - SAG Presentations:**

Document presentations to SAG from DHS, DPH, mental health, state institutions, residential treatment, and others.

**Program Objective – Share Materials:**

- B) Access and share with the SAG relevant materials relating to mental health issues.

**Activities and Service Plan - SAG Presentations:**

- Documentation and utilization of relevant information from the National Coalition for Juvenile Justice
- Document other materials related to mental health issues produced through the Mental Health Issues in Detention/Shelter sub-committee.

**Program Objective – Change to Impact Problems:**

- C) Through learning more about the mental health system and the identification of problems affecting youth and the families of youth with mental health disorders in the juvenile justice system, the SAG will advocate for changes to impact the problems.

**Activities and Service Plan - Change to Impact Problems:**

- Document identified problem areas of the mental health system, based on the education process conducted in Objectives A and B of this issue.
- Document steps taken by the SAG (i.e. establishment of the MH Issues in Detention/Shelter sub-committee) and the contract for services with the Iowa Department of Human Services to fund mental health pilot projects designed to provide services to youth with mental health issues in the community by setting. Youth with mental health issues placed in detention/shelter settings would be evaluated for community mental health services.

**Performance Measures** (No 2009 funds are being utilized – no measures required):

**Budget:**

	<u>JJDP A Funds</u>	<u>State/Local/Private Funds</u>
FY09	\$0	\$0
FY10	\$0	\$0
FY11	\$0	\$0

**ISSUE THREE: DISPROPORTIONATE MINORITY CONTACT****Standard Program Area Code and Title:**

10 – Disproportionate Minority Contact

**Problem Statement:**

**Funding for Iowa’s DMC effort is being requested in Iowa’s 2009 JABG application.** That application reflects accordingly. No DMC funding is being requested in this formula grant application. JABG measures will be utilized for performance reporting for related activities. Approximately 40% of the youth held in juvenile detention facilities in Iowa are minority. Minority youth comprise just 12 percent of Iowa’s youth population. Clearly minority youth are overrepresented. Disorderly conduct is the offense for which most African American youth are arrested in Iowa. Research as well reflects non-whites perceive court decision-making to be biased against non-white

youth. Lack of respect for the system—because minorities think it is discriminatory—leads to lack of cooperation with juvenile justice system personnel, and also leads to recidivism. Additional information regarding research conducted in Iowa relative to DMC is provided in Section 4 of this plan.

In the late 90's Iowa was one of the pilot states for OJJDP's Comprehensive Strategy process. The Comp. Strategy process helped illustrate the power of local planning to impact on unique issues and problems locally. Indeed, a number of local Comprehensive Strategy plans had fairly specific mention of the needs of minority youth. As a result of the Comp. Strategy, Iowa initiated an effort to allocate a significant portion of its JJDP Act Title II & V, and JAIBG funds to local planning entities (Decats). One of the lessons learned from the Comprehensive Strategy process, however, relates to the difficulty to engage minority persons in participatory local planning processes. Indeed there is a need to continually engage and reengage communities of color in local planning processes. There is additionally a need to provide information to insure that the majority community has a knowledge of the issues relating to DMC. Finally, there is a need to provide to local planning entities training, assistance, and tools that assist them to better meet the needs of minority youth and families.

**Program Goal – DMC Knowledge:**

- 1) Maintain an environment that furthers the knowledge of DMC related issues for juvenile justice system officials and other selected audiences.

**Program Objective - DMC Committee:**

- A) Maintain the efforts of Iowa's DMC Committee to share information relative to DMC.

**Activities and Services Planned – DMC Committee:**

- Provide oversight and input regarding the overall efforts for Iowa's DMC initiative.
- Assist in planning the annual DMC Conference
- Implement recommendations from the updated DMC Assessments completed by Dr. Michael Leiber and Dr. William Feyerherm.
- Continue implementation as a site for the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative.
- Provide direction regarding secure facility and court processing data re: DMC.
- Review and approve proposal/s re: DMC Related funding.
- Provide information newspaper articles, publications, reports re: DMC.
- Utilize the DMC Committee to get input from youth in the juvenile justice system.

- B) Support increased knowledge of cultural competency in state and local youth development activities.

**Activities and Services Planned – DMC Committee – Cultural Competency Training:**

- Work with the Gender Specific Services Task Force to develop training for law enforcement that helps them understand the cultural and gender issues faced by juvenile justice system youth as well as the overall workings of the system.
- Utilize DMC Committee members to review allocation programs funded for youth of color.
- Continue dialogue with Chief Juvenile Court Officers and Department of Human Services Service Area Managers to discuss programs funded for youth of color.

**Program Objective – DMC Resource Center:**

- C) Maintain the efforts of the DMC Resource Center that has in its mission the specified activity to inform, educate, and provide basic information relative to DMC.

**Activities and Services Planned – DMC Resource Center:**

- Implementation support for annual DMC Conference.
- Maintenance of State DMC Website - website contains various information relative to DMC ([http://www.uiowa.edu/~nrcfcp/index\\_dmcrc.htm](http://www.uiowa.edu/~nrcfcp/index_dmcrc.htm)).
- Work with state DMC Committee for various DMC related activities.

**Program Goal – Policy and Planning Efforts to Affect DMC:**

- 2) Implement policy and planning efforts, programmatic efforts, or other activity that will specifically prevent and reduce the percentages of minority youth confined in secure settings.

**Program Objective – Juvenile Detention Screening Tool:**

- A) Implement the Casey Foundation's JDAI effort.

**Activities and Services Planned – Juvenile Detention Screening Tool:**

- Provide technical support to local sites that are working with the Casey Foundation to develop and implement local detention screening tools.
- Assist chiefs with data collection and validation process for mainframe data regarding a state-level juvenile intake assessment tool.

**Program Objective – DMC Resource Center:**

- B) Maintain the efforts of the DMC Resource Center that has in its mission the specified activity to assist local planning and policy efforts related to DMC.

**Activities and Services Planned – DMC Resource Center:**

- Provide technical assistance to four local Iowa Sites – planning assistance, training, local event facilitation, etc.
- Coordinate Resource Center site activities with minority youth serving effort - Urban Children are Really Essential (U-CARE).

**Program Objective - DMC Committee:**

- C) Maintain the efforts of Iowa's DMC Committee to impact on the issues of DMC.

**Activities and Services Planned – DMC Committee:**

- Provide oversight and input regarding the overall efforts for Iowa's DMC initiative.
- Direct and monitor activities of DMC Resource Center in its work in local sites.
- Continue discussions with Chief JCO's and Iowa Department of Human Services Service Area Managers regarding issues related to funding for DMC related programming in Iowa's CW/JJYD allocation effort.

**Performance Measures** SPA will provide all measures as required by OJJDP via the DCTAT system.

See Iowa's 2009 JABG application.

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local Private Funds</u>
<b>FY09</b>	\$0	\$0
<b>FY10</b>	\$0	\$0
<b>FY11</b>	\$0	\$0

**ISSUE FOUR: GENDER SPECIFIC SERVICES**

**Standard Program Area Code and Title:**

13 – Gender Specific Services

**Problem Statement**

The Juvenile Justice And Delinquency Prevention Act requires states to conduct an analysis of gender-specific services that are intended to prevent and treat juvenile delinquency in females. States are also required to develop a plan for providing these needed services.

To address the Act's requirement, the Iowa Juvenile Justice Advisory Council developed a task force to oversee the Division of Criminal & Juvenile Justice Planning (CJJJP) and the State Advisory Group's (SAG) activities as well as make recommendations related to gender-specific services. The Iowa Gender-Specific Services Task Force involves key stakeholders in Iowa's juvenile justice system, particularly service providers who want comprehensive system change that reflects gender equity for girls and young women.

The SAG approved the use of Challenge Grant funding from the Office of Juvenile Justice and Delinquency Prevention to address gender equity in Iowa's juvenile justice system. An intra-agency agreement/contract between the Iowa Division of Criminal and Juvenile Justice Planning and the Iowa Division on the Status of Women provided staff support through a Program Planner to the Iowa Gender-Specific Services Task Force from May 1998 through September 2005. This agreement, now funded through Formula grant funds alone has allowed continued support of Task Force meetings and activities.

Major activities of the Task Force have included the annual "Whispers & Screams" conference for girl-serving professionals; publication and distribution of Female Juvenile Justice, a study that provides a snapshot of female offenders in the state's juvenile justice system; publication and distribution of Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources, a desk protocol that outlines the gender-specific philosophy; Promising Directions: Programs that serve girls in a single-sex environment, a guide to programs in the state; a community planning initiative, funding provided to communities to infuse intentional planning for young women into already existing community planning processes; an evaluation project to study two programs using the gender-specific approach; a study creating an internal evaluation tool; numerous trainings on the gender-specific philosophy and its implementation attended by hundreds of juvenile justice system professionals and made online information available through the Iowa Division on the Status of Women web site at [www.women.iowa.gov/girls](http://www.women.iowa.gov/girls). Further, due largely to the advocacy of the Task Force, the 1999 Iowa Legislature allocated funding for day treatment and aftercare services for young women and mandated that the gender-specific services approach should be used whenever possible.

In 2009, the Task Force intends to update its primary publication, Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources.

Due to funding limitations, recent Task Force activities encompassed items identified as priorities and areas where the Task Force could have the most impact: support of the annual conference; distribution of all existing publications and reports; advocacy; and other training and technical assistance provided around the state. Fall 2007 brought a new initiative. The Gender Specific Services Task Force planned and executed a "Girls' Summit". This Summit brought together key players from across the state to examine the status of girls involved in the juvenile justice system. Participants received and offered information that resulted in a comprehensive report on the status of these young women in our state. The report was provided to legislators, Summit participants and others and served to offer guidance to those who work with young women as well.

This was followed up in 2008 with a 2<sup>nd</sup> Girls Summit, revisiting the data on girls in Iowa's juvenile justice system and providing information intended to assist with policy level decision. It is the intention of the Task Force to offer a Girls Summit every other year and in the off years, continue to provide the data and research to policy makers.

*Juvenile Justice Youth Development Allocation Funding – A few communities are utilizing the funding provided from the Juvenile Justice Youth Development allocation process through Decats to support services for girls for after school programming, mentoring, aftercare services, and group activities. It is anticipated that the Juvenile Justice Youth Development allocation will be a vehicle to further efforts for locals to provide gender specific services. The Gender Task Force has assisted with the provision of products and trainings to local officials in order that they might better plan for the needs of girls.*

Although Iowa has not historically placed emphasis on providing gender-responsive services for females, since the formation of the Iowa Gender-Specific Services Task Force there has been increased discussion and action toward this end. Across the continuum of the Iowa juvenile justice system, service providers and system officials have been educated on female development and the need for more gender-responsive services that utilize the gender-specific services philosophy in programs that serve adolescent females. Encouragingly, there has been change in the way services are provided in various programs. Significantly, the Task Force has been involved in a study that ultimately recommended that the Iowa Juvenile Home become an all-female facility. We are hopeful that this will happen in the coming year. It will be a meaningful step in the State of Iowa demonstrating its commitment to young women. However, a comprehensive change across the juvenile justice system has not occurred. Change must occur on a more fundamental level within the system to facilitate utilization of innovative gender-specific approaches in all programs and services as well as adequate funding of these services. Further, those involved in the planning of our efforts must expand to include a wider representation of players in the juvenile justice system. Both measures are necessary for Iowa to truly provide equitable services within its juvenile justice system.

**Program Goal – Gender Responsive Programs and Services:**

Facilitate a comprehensive fundamental change in the juvenile justice system that will enhance the understanding and utilization of innovative gender-responsive approaches in all programs and services, particularly those that serve the adolescent female population of Iowa's juvenile justice system.

**Program Objective – Disseminate Information:**

- A) Update and disseminate information concerning female development and the gender-specific services philosophy to girl-serving professionals using print media and website.

**Activities and Services Planned – Disseminate Information:**

- Distribute "The Girl Connection" newsletter bimonthly.
- Update and distribute Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources as needed and requested.
- Distribute Female Juvenile Justice as needed and requested.
- Distribute Promising Directions: Programs that Serve Iowa Girls in a Single Sex Environment as needed and requested.

**Program Objective – Training Regarding Female Development:**

- B) Provide training regarding adolescent female development, the gender-specific program philosophy and component implementation and related topics to professionals in the juvenile justice system and related fields.

**Activities and Services Planned – Training Regarding Female Development:**

- Training and technical assistance provided by Coordinator and Task Force members to local communities/regions as requested. In 2009, regional trainings will be offered beyond the existing schedule.
- Coordinate Whispers & Screams annual conference.
- Coordinate annual retreat/intensive training. In 2009, a two-day intensive provided by Girls Circle Inc.
- Provide justice system participants scholarships to attend the Whispers & Screams conference.

**Program Objective – Participate and Assist in Community Planning:**

- C) Participate and assist in the community planning processes across the state to ensure that the unique needs of girls involved with or at risk for involvement with the juvenile justice system are addressed.

**Activities and Services Planned - Participate and Assist in Community Planning:**

- Distribute "DHS Select Service Data" and "Juvenile Delinquency Statistical Report" to community planning entities.
- Update and distribute Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources to community planning groups.
- Task Force members serve in community planning initiatives.
- Clearly stated intentions to address the unique needs of girls in community plans across the state.
- Training and technical assistance visits to local entities.

**Program Objective – Education and Secure Wider Representation on Task Force:**

- D) Educate legislators regarding the importance of gender-specific services and secure a wider representation of professionals on the Task Force.

**Activities and Services Planned**

- Compile data/research report for policy makers and others by fall 2009.
- Testify at the legislative hearings of the Iowa Commission on the Status of Women and any other entities as opportunities arise.
- Work with the Iowa Commission on the Status of Women and other advocacy groups as they push for legislative change that supports gender-responsive efforts.

- Add representatives from Juvenile Court; DECAT committees; the Departments of Public Health, Human Services, Education, and Management as well as from other girl-serving programs to the membership of the Task Force.
- Support efforts of local gender task forces with training and technical assistance and other resources as able.

**Performance Measures:**

*Required Outputs:*

1. Formula funds awarded for services.
2. Number of program youth served.

*Suggested Outputs:*

- 1) Number of FTEs funded by formula funds.
- 2) Number of program materials developed.
- 3) Number and percent of program staff trained.
- 4) Number of hours of program staff training provided.
- 5) Number of planning activities conducted.

*Required Outcomes:*

- 1) Number and percent of program youth completing program requirements.

*Suggested Outcomes:*

- 1) Number and percent of youth charged with formal probation violations.
- 2) Number and percent of youth committed to correctional facility.

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local Private Funds</u>
FY06	\$0	\$0
FY07	\$94,531	\$0
FY08	\$0	\$0

## ISSUE FIVE: COMPLIANCE MONITORING

**Standard Program Area Code and Title:**

06 Compliance Monitoring

**Problem Statement:**

**Funding for Iowa's compliance monitoring effort is being requested in Iowa's 2009 JABG application.**

That application reflects accordingly. No compliance funding is being requested in this formula grant application. JABG measures will be utilized for performance reporting for related activities. Iowa continues to maintain an excellent system to monitor compliance with the JJDP Act. That system is described in some detail in Section 3 of this report. However, the reduction of JJDP Act funding and the related administrative funding has made support for various compliance monitoring activities a challenge. Iowa has long utilized its compliance monitoring function as a tool to gather juvenile justice system related data. Collected data are compiled, analyzed, and supplied to system officials. The compliance monitoring function has resulted in activities related to research and assessment for system officials.

**Program Goal - Insure Compliance and Research Mechanism:**

To ensure that Iowa continues to comply with all JJDP Act core requirements and all federal administrative requirements while providing a mechanism for juvenile justice planning research and system improvement.

**Program Objective – Maintain Monitoring System:**

- A) To maintain a monitoring system that allows Iowa to continue its compliance with the core requirements of the JJDP Act.



**Activities and Service Plan - Maintain Monitoring System:**

- Provide all necessary reports to OJJDP, specifically the annual monitoring report.

**Program Objective – Training:**

- B) To provide training and information sharing functions for the SAG, law enforcement, juvenile justice system officials, private youth serving agencies, etc.

**Activities and Service Plan - Training:**

- Continue compliance related training and information sharing capabilities;

**Program Objective – Research and Assessment:**

- C) Assist system officials with various research and assessment activities.

**Activities and Service Plan – Research and Assessment:**

- Continue the existing planning, research, assessment , program development, technical assistance, and training capabilities.

**Performance Measures** (SPA will provide all measures as required by OJJDP via the DCTAT system.):

See Iowa's 2009 JABG application.

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local Private Funds</u>
FY09	\$0	\$0
FY10	\$0	\$0
FY11	\$0	\$0

**ISSUE SIX: STATE ADVISORY GROUP ALLOCATION**

**Standard Program Area Code and Title:**

31 State Advisory Group Allocation

**Problem Statement:**

The SPA continues to provide staff support to Iowa's Juvenile Justice Advisory Council and its related Committees. As the SAG attachment reflects, we comply with related membership requirement, and have an active and engaged group. Issues are actively debated – and funding decisions reflect the SAG's priorities. **The 2009 SAG allocation is \$30,000.**

**Program Goal – Assistance with Overall SAG Function:**

To provide an advisory body capable of assisting in the dissemination of information concerning juvenile justice problems, providing input into the allocation of federal funding for programming, and evaluating the adequacy of the juvenile justice system and planning for its improvement.

**Program Objective – Information for Governor and Legislature:**

- A) Submit to the Governor and the Legislature recommendations with respect to matters relating to its functions, including State compliance with the requirements of the JJDP Act.

**Activities and Service Plan – Information for Governor and Legislature:**

- Disseminate information concerning juvenile justice issues and/or initiatives.

**Program Objective – Information for Governor and Legislature:**

- B) Engage the SAG and its Committees to development of the three year plan and its budget as well as the annual updates.

**Activities and Service Plan – SAG Review:**

- Utilize the SAG to review and update the Three-Year Plan to maintain a current priority of problems and areas for funding.

**Program Objective – Compliance Monitoring:**

- C) Monitor State compliance with the requirements of the JJDP Act.

**Activities and Service Plan – Compliance Monitoring:**

- Review monitoring data collected for the purposes of assessing JJDP Act compliance, as well as other related information to evaluate progress in addressing Plan goals.
- Review and respond to State legislative proposals that affect the policies and procedures related to the jailing and detention of juveniles.

**Program Objective – Progress Reporting and Visits:**

- D) Review the progress and accomplishments of formula grant projects funded under the State plan.

**Activities and Service Plan – Progress Reporting and Visits:**

- Conduct site visits of funded programs for "first-hand" review of implementation problems and procedures.
- Review subgrantee submitted fiscal and programmatic reports.

**Program Objective – Input from Youth in the Juvenile Justice System:**

- E) Regularly seek comments and opinions from juveniles currently under the jurisdiction of the juvenile justice system.

**Activities and Service Plan – Input from Youth in the Juvenile Justice System:**

- Utilize the DMC Committee to get input from youth in the juvenile justice system.

**Performance Measures** SPA will provide all measures as required by OJJDP via the DCTAT system.

*Outputs:*

- 1) Number of grants funded with FG funds.
- 2) Number of grant applications reviewed and commented on.
- 3) Number of SAG committee meetings held.
- 4) Number of SAG subcommittee meetings held.
- 5) Number and percent of activities/meetings that involve youth.
- 6) Annual report submitted to the Governor.
- 7) Number of programs using evidence based models.
- 8) Number and percent of SAG members trained.

*Outcomes:*

- 1) Number and percent of plan recommendations implemented.
- 2) Number of FG-funded programs sustained after 3 years.
- 3) Number and percent of SAG members show increased knowledge of their program areas (for which they have oversight).

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local Private Funds</u>
FY09	\$30,000	\$0
FY10	\$0	\$0
FY11	\$0	\$0

**ISSUE SEVEN: PLANNING AND ADMINISTRATION**

**PROGRAM AREA 23 - PLANNING AND ADMINISTRATION**

**Problem Statement:**

Iowa continues to maintain a comprehensive system to administer JJDP Act related funding, provide fiscal oversight, and staff the SAG and its related committees. "P and A" funding is critical to the maintenance of that system. **The allowable funding level for the "P and A" function is \$60,000.**

**Program Goal:**

To ensure that Iowa continues to comply with all JJDP Act core requirements and all federal administrative requirements while providing a mechanism for juvenile justice planning research and system improvement.

**Program Objective – Administrative, Planning and Reporting Functions:**

- A) To provide administrative, planning, and reporting functions required by the JJDP Act, which are beyond the state requirements of the SPA.

**Activities and Service Plan – Administrative, Planning and Reporting Functions:**

- Provide all necessary reports to OJJDP, including the annual monitoring report, the annual performance report, and the three-year plan annual updates.

**Program Objective – System to Allocate Funds:**

- B) Maintain a financial assistance mechanism to state agencies, local government and private non-profit organizations utilizing OJJDP formula funds to address the problems identified in our plan.

**Activities and Service Plan – System to Allocate Funds:**

- Maintain a system for allocating federal funds to state juvenile justice agencies and localities.
- Employ the present financial accounting system to ensure accurate and speedy records of financial transactions involving federal and state funds.

**Program Objective – Staff Support to SAG:**

- C) To provide staff support to enable the State Advisory Group (SAG) to function in an effective and efficient manner.

**Activities and Service Plan – Staff Support to SAG:**

- Staff SAG and SAG Committee meetings including providing information for SAG planning and oversight functions.
- Attend and participate in various state planning functions on behalf of the SAG.

**Program Objective – Research and Assessment:**

- D) Assist system officials with various research and assessment activities.

**Activities and Service Plan – Research and Assessment Activities**

- Continue the existing planning, research, assessment, program development, technical assistance, and training capabilities.

**Performance Measures** SPA will provide all measures as required by OJJDP via the DCTAT system.

**Outputs:**

- 1) FG funds awarded for planning and administration.
- 2) # of subgrants awarded.
- 3) Number of FTEs funded with FG\$.
- 4) Number of SAG Committee and subcommittee meeting staffed.
- 5) Number of planning activities conducted.
- 6) Number and percent of program using evidence-based models.

**Outcomes:**

- 1) Number and percent of programs funded directly in line with the 3-year plan.
- 2) Number and percent of formula grant programs evaluated.
- 3) Average time from receipt of subgrant application to date of award.

**Budget:**

	<u>JJDPA Funds</u>	<u>State/Local Private Funds</u>
FY09	\$60,000	\$60,000
FY10	\$0	\$0
FY11	\$0	\$0

## APPENDIX A – Results Matrix

### YOUTH DEVELOPMENT RESULTS, INDICATORS & STRATEGIES

RESULTS			
All youth have the benefit of safe and supportive families, schools and communities.	All youth are healthy and socially competent.	All youth are successful in school.	All youth are prepared for productive adulthood.
INDICATORS			
<p>Founded child abuse rate of school-age children.</p> <p>Youth perceptions of positive family attributes. (IYS composite score)</p> <p>Out of home placement rate</p> <p>Youth perceptions of school climate. (IYS composite score)</p> <p>Youth perceptions of student norms (IYS composite score)</p> <p>Number of juvenile victims of crime.</p> <p>Youth access to ATOD (IYS composite score)</p> <p>Youth reports of supportive neighborhood (IYS composite score)</p>	<p>Alcohol, tobacco and other drug use among youth. (IYS)</p> <p>Percentage of youth engaged in regular physical activity (YRBS)</p> <p>Percentage of youth overweight (YRBS).</p> <p>Number of youth attempting suicide. (YRBS)</p> <p>Proportion of youth reported to be sad, unhappy, or depressed. (YRBS)</p> <p>Youth reports of positive values and character (IYS composite score)</p>	<p>ITBS/ITED proficiency levels in math and reading among 4<sup>th</sup>, 8<sup>th</sup> and 11<sup>th</sup> grade students.</p> <p>Youth reports of commitment to learning (IYS composite score)</p> <p>Average daily attendance.</p> <p>Suspensions and expulsions from school.</p> <p>Drop out rate</p>	<p>Graduation rate (when available)</p> <p>Participation in post-secondary education or training.</p> <p>Teen birth rate.</p> <p>Juvenile arrest rate.</p> <p>Unemployment rate among young adults.</p> <p>Youth volunteerism.</p>
CROSS CUTTING YOUTH DEVELOPMENT STRATEGIES			
<p><b>ENVIRONMENTAL &amp; SYSTEM</b></p> <ul style="list-style-type: none"> <li>Adopt consistent and coordinated state youth policy based on positive youth development and results accountability.</li> <li>Work with communities, schools, local organizations, parents, and youth to collaboratively plan for and implement a coordinated service delivery system for youth.</li> <li>Assess and revise relevant state licensing standards and training activities to incorporate youth development principles. <ul style="list-style-type: none"> <li>Increase capacity of youth serving systems and organizations and enhance professional development of youth workers to improve youth services and supports.</li> </ul> </li> <li>Counteract negative or mixed messages received by youth with social marketing and other environmental approaches.</li> <li>Increase broad public support for investment in youth development.</li> </ul>		<p><b>SERVICES, OPPORTUNITIES &amp; SUPPORTS</b></p> <ul style="list-style-type: none"> <li>Provide opportunities for youth to be engaged in and contribute to their communities and the state.</li> <li>Support and foster positive youth-adult relationships (e.g., mentoring).</li> <li>Provide a broad range of “opportunities to learn” during the school and non-school hours through a variety of recreational, enrichment, and leadership activities and academic support.</li> <li>Increase utilization of effective methods and research-based practices in education, prevention, and intervention programs and services.</li> <li>Encourage and promote the involvement of parents and other family members in education and other youth serving systems and services.</li> <li>Provide effective interventions to maintain youth within their communities and to support youth through transitions.</li> <li>Involve multiple sectors in offering community-based youth development opportunities and supports.</li> </ul>	

## APPENDIX B – JABG Analysis of Financial Burden

### Iowa Juvenile Accountability Block Grant Program (JABG)

#### FY 08 Analysis of Financial Burden

Date: 2-25-09

<b>Purpose Area 1: Developing, implementing, and administering graduated sanctions</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Juvenile tracking and monitoring	\$2,441,073		
Supervised community treatment (day treatment)	\$3,023,828		
Out-of-home placements	\$19,098,048		
Total	\$24,562,949	\$0	

<b>Purpose Area 2: Building, expanding, renovating, or operating juvenile correction, detention facilities</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Boys' State Training School	\$15,525,347		
Girls' State Training School	\$8,967,331		
Training school and AEA education costs	\$9,695,639		
Juvenile Detention Costs	\$3,764,041	\$13,880,314	All detention and intake centers are included
Total	\$37,952,358	\$13,880,314	

<b>Purpose Area 3: Hiring juvenile judges, probation officers, defenders, special advocates, and pre-trial services</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Indigent Juvenile Defense Costs	\$12,465,768	\$3,504,575	
Public Defender for Juveniles	\$3,956,021		
Juvenile Court Operations (includes pre-trial)	\$22,269,279		
Court Reporters -- Juvenile court	\$1,006,020		
Clerks of Court -- Juvenile expenses	\$2,132,136		4.5% of total costs (4.5% of all filings are Juvenile Filings)
Juvenile Court Judges	\$1,277,424		4.5% of total costs (4.5% of all filings are Juvenile Filings)
Total	\$43,106,648	\$3,504,575	

<b>Purpose Area 4: Hiring additional prosecutors.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Total	\$0	\$0	

<b>Purpose Area 5: Prosecution expenses to combat drugs, gangs and youth violence.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
County Attorney juvenile adjudication expenses		\$4,050,463	Based on survey of County Attorneys, 8.73% of total County Attorney costs are juvenile expenditures.
Total	\$0	\$4,050,463	

<b>Purpose Area 6: Juvenile Justice training programs for law enforcement and other court personnel</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Juvenile Justice training	\$126,925	\$50,909	
Total	\$126,925	\$50,909	

<b>Purpose Area 7: Expenditures for juvenile gun courts.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
No juvenile gun courts in Iowa			
Total	\$0	\$0	

<b>Purpose Area 8: Expenditures for juvenile drug courts.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Juvenile Drug Court personnel and Treatment	\$893,105	\$222,000	
Total	\$893,105	\$222,000	

<b>Purpose Area 9: Maintaining juvenile records system designed to promote public safety.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Total	\$0	\$0	

<b>Purpose Area 10: Interagency information sharing expenses.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Law enforcement IOWA & UCR Systems	\$55,903	\$64,348	Juvenile portion of System is 7.16%
State Court Information System	\$140,423		Juvenile portion of Information System
Total	\$196,326	\$64,348	

<b>Purpose Area 11: Accountability-based programs designed to reduce recidivism, referred by law enforcement.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Accountability based community programs	\$ 107,921	\$ 90,658	State and Local Match for Byrne Grants
Total	\$107,921	\$90,658	

<b>Purpose Area 12: Risk and need assessments, including mental health and substance abuse treatment.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Substance Abuse Treatment (Inpatient / Out patient)	\$5,778,634		Includes State Training Schools' expenditures for SA counseling
Total	\$5,778,634	\$0	

<b>Purpose Area 13: Accountability-based programs designed to enhance school safety.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
School-based juvenile court supervision	\$2,048,275		
School resource officers (law enforcement)		\$3,927,429	
Other local law enforcement programs		\$162,305	
Total	\$2,048,275	\$4,089,734	

<b>Purpose Area 14: Restorative Justice Programs</b>			
<u>Activity</u>			
Victim Restitution		\$907,139	
Total	\$0	\$907,139	

<b>Purpose Area 15: Juvenile court and probation expenses to be more efficient in holding offenders accountable.</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Court-ordered services	\$2,426,504		
Total	\$2,426,504	\$0	

<b>Purpose Area 16: Hiring correction personnel and training expenses for correction personnel.</b>			
Total	\$0	\$0	

<b>Purpose Area 17: Re-entry programs for juvenile offenders from custody to the community</b>			
<u>Activity</u>	<u>State Funding</u>	<u>Local funding</u>	<u>Comments</u>
Total			
<b>Total</b>	\$117,199,645	\$26,860,140	\$144,059,785
<b>Percentage</b>	81%	19%	

Prepared by CJJP. 2-25-09



## APPENDIX C – Person/Non-Person Offenses

### Person

Murder  
Negligent Manslaughter  
Kidnapping  
Sexual Assault  
Robbery  
Aggravated Assault  
Simple Assault  
Intimidation  
Extortion/Blackmail  
Incest  
Statutory Rape  
Prostitution  
Family Offenses

### Non-Person

Arson<sup>1</sup>  
Burglary<sup>2</sup>  
Larceny  
Motor Vehicle Theft  
Theft Fraud  
Stolen Property Offense  
Vandalism of Property  
Drug Offenses  
Pornography  
Gambling Offenses  
Bribery  
Weapons Law Violations  
Bad Checks  
Curfew/Loitering  
Disorderly Conduct  
Driving Under the Influence  
Drunkenness  
Liquor Law Violation  
Runaway  
Trespass  
All Other Offenses

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<sup>1</sup> Arson is defined in the UCR as: *To unlawfully and intentionally damage, or attempt to damage, any real or personal property by fire or incendiary device.* While arson was included under the non-person category it should be noted that under Iowa Code Section 712.2, 1<sup>st</sup> degree Arson, is an offense against a person.

<sup>2</sup> Burglary is defined in the UCR as: *The unlawful entry into a building or other structure with the intent to commit a felony or a theft.* While burglary was included under the non-person category it should be noted under Iowa Code Section 713.3, 1<sup>st</sup> degree Burglary, is an offense against a person.

## APPENDIX D – 232.8 Juvenile Court Exclusions

<u>FORCIBLE FELONIES AND EXCLUSION FELONIES</u>	<u>IOWA CODE</u>
Administering Harmful Substances	708.5
Arson 1st Degree	712.2
Assault in a Felony - Injury	708.3
Assault in a Felony - No Injury	708.3.A
Attempt to Commit Murder	707.11
Burglary 1st Degree	713.3
Child Endangerment - Serious Injury	726.6.2
Conspiracy to Commit a Forcible Felony	706.3.A
Criminal Gang Participation	723.A.2
Involuntary Manslaughter in a Public Offense	707.5.1
Kidnapping 1st Degree	710.2
Kidnapping 2nd Degree	710.3
Kidnapping 3rd Degree	710.4
Manufacture, Delivery, Possess w/ Firearm/OW	204.401.1E/1F
Manufacture, Import, Storage of Explosives	101A.2/3
Murder 1st Degree	707.2
Murder 2nd Degree	707.3
Murder of Fetus Aborted Live	707.9
Nonconsensual Termination - Attempted	707.8.2
Possession of Explosive/Incendiary Devices	712.6
Purchase/Possession of Explosive Devices	101A.3/4
Receipt, Transportation, Possession of Weapons - Felon	724.26
Robbery 1st Degree	711.2
Robbery 2nd Degree	711.3
Sexual Abuse 1st Degree	709.2
Sexual Abuse 2nd Degree	709.3
Sexual Abuse 3rd Degree	709.4
Terrorism	708.6
Unauthorized Possession of Offensive Weapon	724.3
Voluntary Manslaughter	707.4
Willful Injury	708.4